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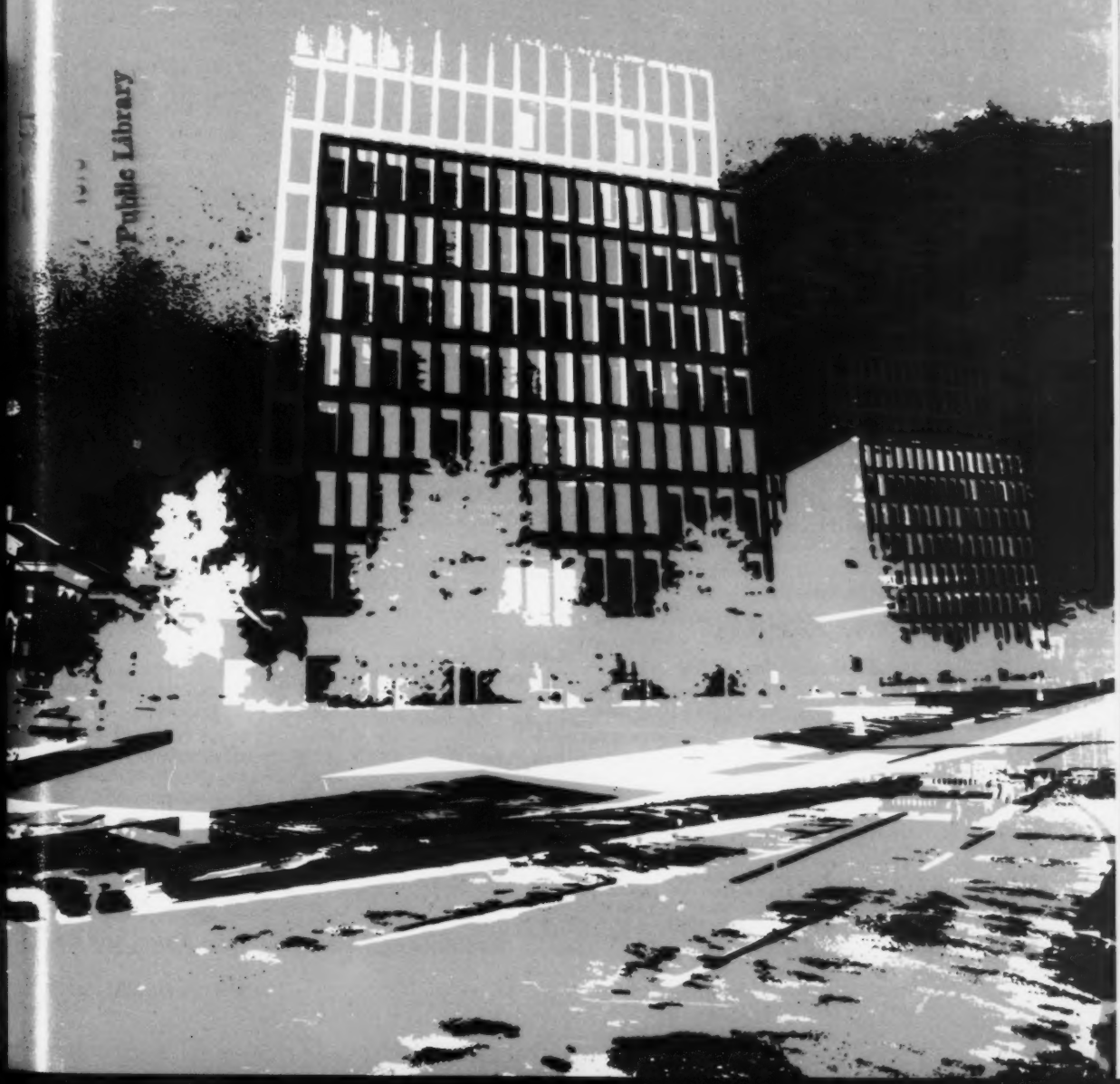

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WORTH NOTING

LABOR RELATIONS: Scheduled to open this fall in Washington is an Interagency Labor Relations Training Center, managed by the CSC Bureau of Training.

To serve managers of field installations, a strong labor-relations curriculum will be established at the Commission's ten Regional Training Centers. Topping off the effort, CSC's Executive Seminar Centers and the Federal Executive Institute at Charlottesville will also give new emphasis to labor-management relations. Clearly, better training for managers in this sensitive area is a high-priority objective.

APPEALS AND GRIEVANCES in the Federal service will be treated with greater equity and due process under completely overhauled systems recently approved by the Civil Service Commission.

The new policy contains provisions long sought by employees and unions. A hearing on an appeal or an inquiry on a grievance must be conducted by a qualified examiner who meets Commission standards, and in no case may he be a subordinate of the official who makes the decision, unless that official is the head of the agency.

Verbatim transcripts of adverse action hearings will be made available to the employee. And when the examiner submits his findings and recommendations, they will be binding on the deciding officer unless (1) he is the head of the agency, (2) he desires to take a less severe action, or (3) he determines that the recommendations are unacceptable. In the latter case he will refer the appeal file to a higher authority for decision, with a specific statement of his reasons.

An employee in duty status will be given a reasonable amount of time "on the clock" to prepare an appeal. Material used by an agency to support its charges in an adverse action procedure must be made available to the employee for his review. Material which cannot be disclosed to the employee may not be used by the agency to support its charges.

SAFETY AWARDS, made to the agencies that best safeguard the lives and

(Continued—See Inside Back Cover)

PUTTING IT ALL TOGETHER

Young personnel professionals look at the system . . . and at themselves

By James P. Jadlos

AN IMPORTANT EVENT for young personnel professionals and, potentially, for the entire Federal Government, took place in midsummer at the Federal Executive Institute in Charlottesville, Va. The "Symposium of Young Personnel Professionals" brought together 60 personnel professionals

- ages 23 to 33 (more than two-thirds under 30)
- grades GS–11 to GS–13
- with 2 to 6 years of personnel experience
- from 31 different Federal agencies
- from all around the country

for a week of discussion, reflection, and action on Federal personnel management.

What began as a suggestion from Nicholas J. Oganovic, Civil Service Commission Executive Director, resulted in a most stimulating week, intellectually and professionally, for the 60 participants. Many participants found it the most thought-provoking week of their Federal careers, not only because of the obvious advantages of a residential

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MR. JADLOS, who acted as program director of the Symposium of Young Personnel Professionals, is Associate Director, Personnel Management Training Center, of CSC's Bureau of Training.

setting but also for the program content and opportunity for interaction with a wide variety of people.

This was a symposium rather than a conference or training session because, as the term implies, there was time and opportunity for freely exchanging ideas and gathering opinions about personnel work in its broadest sense.

The symposium proved to be the type of activity President Nixon spoke of in his March 31, 1970, youth memorandum to heads of departments and agencies when he addressed himself to our

> ". . . special obligation . . . to enlarge the participation and involvement of young people in government. How well we communicate with youth and seek the advantage of their abilities will influence our effectiveness in meeting our responsibilities."

Taking the lead from the President's memorandum and linking it with the mission of the Civil Service Commission, the symposium had as its objectives to provide participants opportunities to:

- Learn more about Federal personnel management and its place in the Federal management scene.
- Identify those elements which are essential for meeting the personnel management needs of Federal Government organizations.
- Hear and be heard by their peers, Federal officials, and others on a variety of topics affecting the present and future of Federal personnel management.

A task force of 15 agency representatives assisted in developing the program. Agencies nominated people who clearly demonstrated the potential for positions of the highest responsibility in the years ahead. Right from the outset, the symposium participants, too, were heavily involved in determining the subjects to be included in relation to their own professional needs.

The atmosphere before and during the symposium was intended to encourage maximum interaction among the participants and between the participants and resource people. This permitted complete flexibility in adapting the week's agenda to the participants' needs and interests. They were also invited by Civil Service Commission Chairman Robert E. Hampton to express their views, suggestions, or recommendations for the improvement of Federal personnel management. There was, purposely, no direction given on the types of observations they were to offer but the opportunity was provided to form their own views and make them known.

Though all reports are not yet in, it appears that the objectives of the symposium were accomplished to a much higher degree than originally thought possible. The agenda, adjusted on-site to meet expressed needs, gave the participants every opportunity to learn more, to identify essential elements, and to hear and be heard. On the latter point, there was no requirement that the symposium have a tangible product through which people would be heard, but participants did produce a series of observations and concerns which revealed a great awareness of Federal Government needs and a sincere dedication to meeting

those needs. Though a newspaper reported before the symposium that a "number of young personnel people are preparing tough-talking position papers dealing with the generation gap in government [by which] they hope to rock some of the over-30 crowd at an upcoming symposium . . ." the content of the product was not far out of line with the ideas of the "over-30 crowd" and expressed more genuine concern than "tough talk."

Where their outlook differed most substantially from that of the more experienced officials was perhaps best explained by the young professional who said: "Some of our best ideas may have been around for a while but those who pushed them in the recent past may not have our enthusiasm. We have enthusiasm and we want to fight the good fight with their help. We recognize the obstacles as they do, but we believe we have a desire deeper than theirs to overcome the obstacles."

Here is how it all came about. The symposium started the afternoon of Sunday, July 19. Throughout the week a wide variety of topics were explored in plenary and small group sessions, and in frequent and numerous gatherings every night, far into the night. The formal program began with an address on Management Expectations of Personnel by Robert L. Kunzig, General Services Administrator. This discussion, followed by one on the effects of personnel decisions on employees, gave each personnel professional a picture of how he is seen by others. By the end of the day, participants were ready to hear about some innovations in the role of the personnel office. Leonard B. Pouliot, Director of Smithsonian Institution's Office

of Personnel and Management Resources, provided the spark for serious introspection about how the personnel function can be elevated far above the rubber-stamp, paper-pushing operation it is often accused of being by those in, as well as outside, personnel offices.

Another session offered suggestions on how to overcome some of the difficulties of changing one's role and on resolving conflicts, so often a part of the personnel professional's world. The subject of changing attitudes in regard to minority opportunities, women, youth, and employee rights provoked considerable productive conflict among the participants and featured an extended, unscheduled search for how best to change attitudes at a proper and acceptable rate. It was from this point on in the program that group members became more open about their own operational problems and willingly shared their solutions in trying to better identify for themselves the importance of their careers.

Subsequent sessions, on the Role of Congress in Federal Personnel Policy, Utilizing Human Resources, Changing Organizations, and Current Efforts To Make the Federal Government More Manageable, completed the framework which outlined the scope of the Federal personnel professional's job. Top-ranking Federal spokesmen on these topics included Bun B. Bray, Associate Staff Director of the U.S. House of Representatives Subcommittee on Manpower and Civil Service, and Robert F. Froehlke, Assistant Secretary of Defense for Administration.

Up to this time there had been relatively little input from personnel officials about traditional personnel matters. Participants had been considering the broad scope of Federal activities and the many places and ways the Federal personnel professional could influence the course of actions. The time was right for an intensive look at all that had gone on before in relation to Federal personnel management.

The final 2 days were devoted largely to some of the specifics about how the personnel professional could contribute to the decision process, but still more questions and issues on current developments in Federal personnel management were raised to a panel of authorities. Intergovernmental cooperation, labor-management relations, position classification, and personnel management evaluation were discussed by Dr. Richard C. Collins, University of Oregon; Anthony F. Ingrassia, Director, Office of Labor-Management Relations, Civil Service Commission; Philip Oliver, Director, Job Evaluation and Pay Review Task Force; and Gilbert A. Schulkind, Director, Bureau of Personnel Management Evaluation, Civil Service Commission.

In the remaining 4 hours of Thursday afternoon, the period which many participants considered the most significant of the week, small groups of young personnel professionals worked on bringing order—their own, not what was preordained—to the week. In the words of one of the participants, "We finally put ourselves together."

The putting together consisted of systematically listing the concerns, expectations, problems, solutions, aspirations, commitments, and general observations which all, most, or even just one of those present had brought with them or had discovered during the week. It was some time during this session that one participant experienced "that personal moment of dynamic change when everything fell in place and I was able to sort out my goals."

What they found the following morning in presenting their thoughts to a panel of personnel directors and the Director of CSC's Bureau of Policies and Standards, Raymond Jacobson, was that "We aren't as radical as we like to think. Government officials, too, really have considered many sides to many issues."

There was some surprise that in the Friday morning presentation ". . . the personnel directors (Carl Clewlow, Defense Department; Amos Latham, Treasury Department; Arthur Tackman, Department of Housing and Urban Development) didn't get hung up on the specifics of our output. They really let us run with the ball and they got the message."

On these pages are scenes from the symposium of young personnel professionals in Charlottesville. Among the visiting speakers was Barbara Bates Gunderson, former U.S. Civil Service Commissioner (second photo below), who discussed changing attitudes in regard to women.

But the output was not just a repeat of all that had been said in prior meetings. The true significance of their report was that now, at this stage of their careers, they were aware of how others see them, of what they can become by applying themselves, and of what they can accomplish for the Federal Government through a professional personnel career. The challenges were renewed and put in order, and sincere new resolves to improve were made by many of the participants.

What they also discovered was that, as a group, they were leaving the symposium with a far better appreciation for the role of the personnel professional in the overall Federal scene:

"I knew there had to be more to it than the clerical aspects, but until now, I didn't know what."

There was considerable introspection:

"I'm less confident about the quality of my past work. I haven't been doing what I should be doing. I see now that I have a definite goal to work toward."

"I have been able to redirect my goals and ambitions that I had lost hold of after 6 years in Government."

They were looking at personnel as a profession, not just as an occupation:

"I came here with a job; I am leaving with a career."

"Few of us are professionals, but we leave with the motivation to be professional."

There was general agreement that individual agencies should follow the lead in conducting programs for their own employees, and there was unanimous agreement that a similar symposium should be conducted again:

"You'll be negligent if you don't have another."

There are a number of other interesting observations to be made about the participants themselves. They are an exceptionally alert and knowledgeable group. The fast pace of the week demanded much from them, including their independent thoughts and conclusions about concepts large and small, and most were able to maintain the pace. While most of the participants came to the symposium expecting to be told various things about personnel management, they were generally pleasantly surprised to find that communication was a cooperative venture, with most of it coming from them.

The program, though drawing on the competence of guest speakers and the participants, was largely unstructured and flexible, and few found it difficult to operate under the conditions. The participants worked long and hard, and certificates of completion were properly inscribed "in recognition of the contributions and participation" of each of them at the symposium.

The symposium was the first of its type sponsored by the Federal Government. It was experimental. There is no one who would say that it was perfect in every way, but participants tell us the three main objectives were accomplished. They also tell us that an interesting and unprogrammed phenomenon took place. That phenomenon, they say, was an amazingly positive attitude shift, particularly in regard to their own goals, personnel as a career, and the potential of the personnel professional as a change agent in the Federal Government. For these reasons alone, and if only for the group of 60, the symposium was well worth the effort.

How long or with what intensity these attitudes will remain altered, only time will tell. We plan a number of follow-up studies to determine this and to ascertain the success the symposium graduates have in becoming change agents in their organizations. And we are sufficiently optimistic about the results of the symposium to strongly recommend that agencies consider the residential symposium approach to involving all people—not just the under-30 group—and expanding their horizons. We believe it worked for the young personnel professionals!

#

INTERGOVERNMENTAL PERSPECTIVES

We hope this new department will become a forum for the vigorous discussion of interrelated personnel problems, programs, and events affecting Federal, State, and local governments.

Much of this decade's "action" in the public personnel administration area will be in State, county, and municipal government. Some experts forecast civil service employment in these jurisdictions will balloon to 12 million by 1975 as compared to 3.3 million employed in 1945.

The personnel management of these millions of workers has come to mean more than the traditional recruitment and examining function. The personnel management spectrum includes job classification, merit promotion, wage policy, employee development, retirement, occupational health, and labor-management relations. As such it has become an integral part of overall management, and of critical importance to organizational effectiveness.

For years, various Federal agencies have helped States and localities improve their personnel administration. Federal agencies with large grant responsibility, such as HEW, HUD, and Labor, are providing very competent personnel management aid to their grantees and counter-

parts in the form of financial aid, technical assistance, and training.

However, it was not until recently that the central personnel agency for the Federal Government began to play a significant role in assisting State and local jurisdictions. Undergirded by the Intergovernmental Cooperation Act of 1968 (ICA) and motivated by the President's "New Federalism" concept, the Civil Service Commission is now demonstrating an increasing concern for State and local governmental problems. For years prior to the ICA, the Commission had provided a wide variety of informal, incidental services for State and local governments under the authority of Executive Order 9830. Although extremely modest in scope, these pre-ICA services did demonstrate that States and localities were interested in Commission services.

Perhaps the single most important factor behind the Commission's active entry into the intergovernmental personnel areas is Title III of the ICA (and the Office of Management and Budget regulations implementing it), which authorizes the Commission to provide reimbursable technical assistance to State and local jurisdictions requesting it. CSC services include help in training, recruitment and staffing, and general personnel management.

In fiscal year 1970, its first full year of providing ICA services, the CSC trained 3,700 State and local employees in general and personnel management, PPBS, ADP, and communications and office skills. CSC also provided reimbursable recruitment assistance to the City of New York and to the States of New York and New Jersey, and performed testing services for the State of Delaware.

Looking ahead, the Commission is expanding its training services under the ICA with emphasis on developing special courses to cope with the unique problems of non-Federal jurisdictions. Research is progressing on the possibility of sharing important nationwide examinations with States and localities. Recently, over 100 State and local governments were asked whether they would like to use the list of eligibles from the CSC mid-level (GS–9—$9,881 to GS–12—$14,192) examination for administrative, staff, and technical support personnel. The response was overwhelmingly favorable, and an even greater interest in the Federal Service Entrance Examination and in scientific and technical occupations was voiced. Intergovernmental use of occupational health centers is also being studied.

The Civil Service Commission is becoming the place to contact first for general advice and assistance concerning intergovernmental personnel matters, both for Federal agencies and State and local governments. Commission staff meets with concerned public interest groups, such as the Advisory Committee on Intergovernmental Relations, National Civil Service League, Council of State Governments, League of Cities, and the International City Management Association to obtain their views and suggestions on how the Federal Government in general and the Commission in particular can better help States and localities.

The Commission also chairs the Interagency Committee on Personnel Management and Training Assistance to State and Local Governments (IAG–275). Representatives from Federal agencies with a sizable State or local government clientele comprise IAG–275, which at its most recent meetings considered new aspects of the ICA, labor-management relations, and Federal grant personnel requirements, merit systems, and standards.

In addition, IAG–275 is developing, with the CSC Office of Intergovernmental Affairs, a Guide to Federal personnel management and training assistance available to State and local governments. It should help State and local officials learn about and make better use of such assistance.

The Commission may have an even greater intergovernmental personnel management tool in the proposed Intergovernmental Personnel Act (IPA) which passed the Senate and is currently awaiting House consideration. The IPA represents the first attempt to unify and coordinate Federal intergovernmental personnel management and training assistance and would give the Commission overall responsibility in general intergovernmental personnel affairs.

IPA grants would offer a three-pronged attack on State, county, and municipal personnel problems by providing system-wide personnel improvement grants, core management training grants, and government service fellowship grants. The IPA would also encourage unification of State and local efforts to improve training and personnel administration.

CSC's intergovernmental activities are based on the premise that the results achieved by the many programs supported by Federal funds depend greatly on the competence of the State and local government employees engaged in them. Consequently, it is striving to share to the fullest extent possible its services, expertise, and experience with its State and local partners in public personnel administration. Such intergovernmental cooperation in personnel will, we are confident, result in more effective government.

—Kenneth W. Chard

Kenneth W. Chard, a graduate of the University of Colorado, joined the CSC staff as a Management Intern in 1969. He is now a personnel management specialist in the Office of Intergovernmental Affairs.

Legal Decisions

Lucy A. Hummer joined CSC's Office of the General Counsel as an attorney 2 years ago. She is a graduate of William and Mary and the Georgetown University Law Center, and has been an intelligence research assistant and editor-writer with the Department of State.

SUITABILITY

Mindel v. *Civil Service Commission,* District Court, California (N.D.), March 26, 1970. The *Norton* case (*Journal,* Vol. 10, No. 2, 4) is cited again in a case involving heterosexual activity. Plaintiff, a postal clerk, was removed for immoral conduct—living with a young woman without benefit of marriage. The court, relying on *Norton,* held that the removal was arbitrary and capricious and thus violated due process. The court noted plaintiff held a nonsensitive position; his conduct was not illegal under California law; his conduct was discreet; no notoriety or scandal was involved; and no "rational nexus" was established between the conduct and his duties as a postal clerk. The court also found that plaintiff's right of privacy was violated in that the sanctity of his home and the "privacies of life" were invaded by Government investigators without a compelling reason.

REMOVAL—FIRST AMENDMENT

Jackson v. *United States,* Court of Claims, July 15, 1970. Plaintiff, a probationary teacher, alleged he was dismissed for writing letters to superiors which complained of racial discrimination and depicted his supervisors as well-meaning bunglers. In his administrative appeals, he tried to invoke the *Swaaley* doctrine (*Journal,* Vol. 8, No. 2). In *Swaaley,* the court said the right of an employee to petition the Government was interfered with when he was removed because of statements he made in a letter to a superior. The adjudicating Board ruled plaintiff could not invoke *Swaaley* because he was a probationer. The court held the ruling incorrect—that constitutional protection of employees against removal because of petitioning the Government does not depend on the employee's status or tenure. As a factual dispute remained as to the reason for the dismissal, the case was remanded to a commissioner to find whether plaintiff was discharged as a reprisal for exercising First Amendment rights.

QUALIFICATION REQUIREMENTS

Jalil v. *Hampton,* District Court, D.C., July 15, 1970. Plaintiff, a national of India, sought employment in the competitive service. He was prohibited from taking a civil service examination, and brought a class action to invalidate the regulation which makes United States citizenship a qualification for admittance to competitive examination. Jalil contended the regulation violates due process by discriminating against aliens without regard to a legitimate governmental purpose. The court dismissed the complaint without opinion. An appeal is expected.

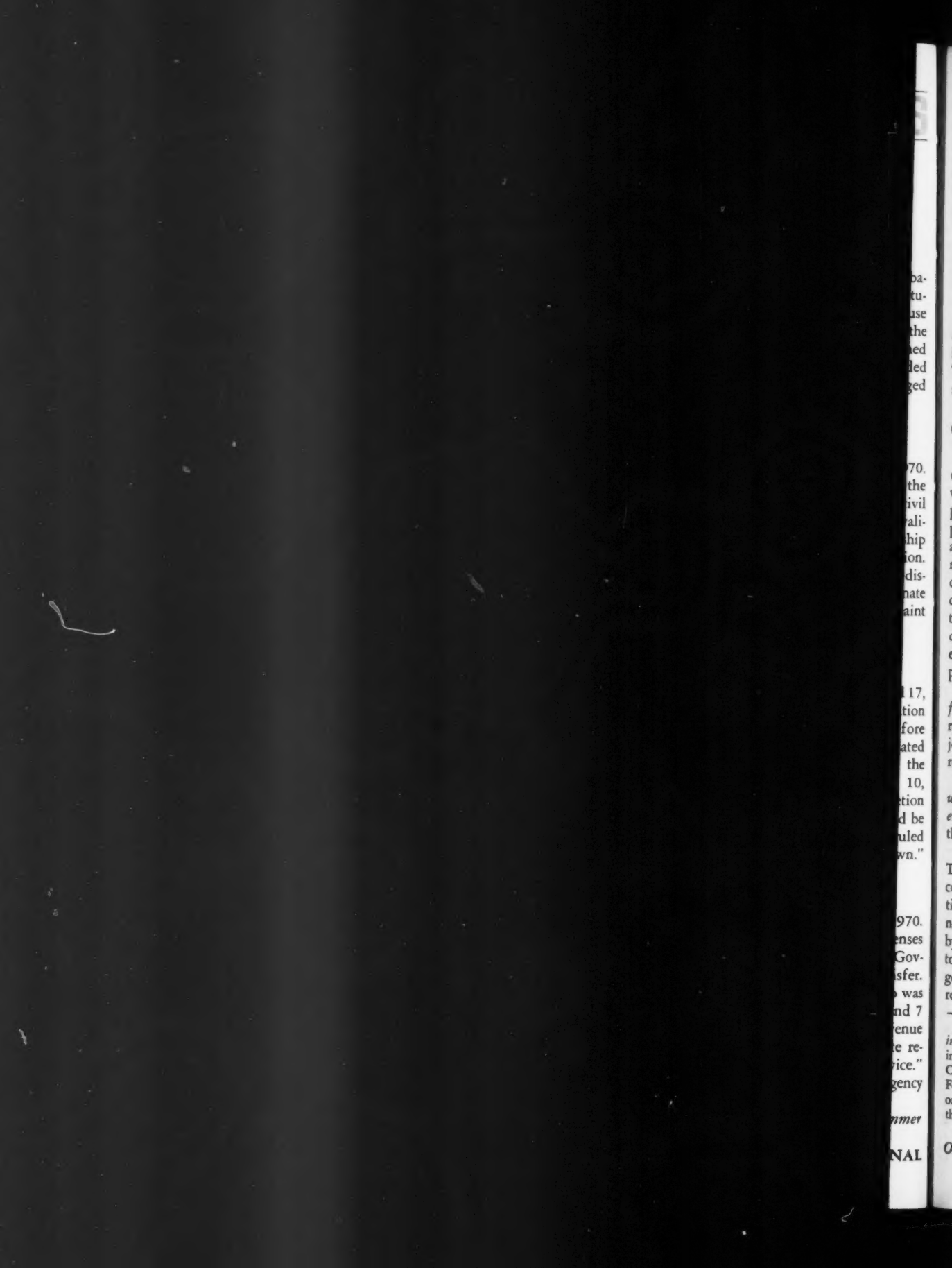
RESIGNATION

Cunningham v. *United States,* Court of Claims, April 17, 1970. Plaintiff attempted to withdraw her resignation 8 hours after submitting it, and almost 3 weeks before its effective date. The agency denied the request, separated her, and she sued for back pay. The court applied the District Court decision in *Goodman* (*Journal,* Vol. 10, No. 4) and said it could discern no exercise of discretion by the agency in denying the withdrawal which could be an effective withholding of consent. The court then ruled "that the resignation be deemed to have been withdrawn."

MOVING EXPENSES

Finn v. *United States,* Court of Claims, July 15, 1970. Statute permits the reimbursement of moving expenses when a transferred employee agrees to remain "in Government service" for 12 months following the transfer. The FBI sued to recover expenses paid plaintiff, who was transferred by the Federal Bureau of Investigation and 7 months later went to work with the Internal Revenue Service. The court held against the FBI—the statute requires that an employee remain "in Government service." An agency cannot further limit an employee to "agency service."

—Lucy A. Hummer



NEW PERCEPTIONS OF THE PUBLIC EMPLOYEE

by Felix A. Nigro
Professor, University of Georgia

The key to the "new militancy" of the public employee at all levels of government is the new perceptions they have of themselves and of the government as employer. These new perceptions are changing the personnel job in some very significant ways.

OLD PERCEPTIONS—AND THE NEW

To understand better the changed outlook of the government worker, let us briefly review seven old perceptions which he had before World War II. This approach is particularly useful because a frequently heard criticism of public personnel administration is that it has failed to adapt to the times and is still employing too many techniques developed during the Depression. Not everyone, of course, had all these seven perceptions, nor were the perceptions themselves completely accurate interpretations of the reality. Yet the picture which will emerge from a brief description of these old ideas, side by side with the present situation, will make clear how great a change has taken place.

1. *There were job possibilities in government but very few in the private sector.* Today, by contrast, there is no reason to feel lucky just because you have a government job. Although the job market in industry may tighten, as recently, the Depression conditions are long gone.

2. *There was job security in government, whereas you were constantly in danger of losing your job in private employment.* In the present period of American history, there have been plenty of secure jobs in the private sector.

3. *Pay and fringe benefits are better in government.* This wasn't always true because it all depended on the company, but certainly in the private sector wages, vacations, and other benefits were far inferior in the pre-Wagner Act (1935) days. The collective bargaining mandated by that act has, over the years, enabled organized workers to obtain wage and fringe benefits that often leave the government worker well behind. The public employee is restive because he believes that, unlike the private worker, he has been denied a fair share in the gains of the affluent society.

4. *There was no conflict of interest between management and the employees, as in industry.* Of course, the conflict was there all the time, but government as employer seemed benign, compared to the profit-motivated and fiercely competitive Depression industry.

Conflict of interest depends on where you think you fit in, what your role should be. Most government employees were not clamoring for a voice in policy formulation and implementation; now many of them, like others in American society, have made "participation" a primary goal. They do sense a conflict of interest between themselves and agency officials who, in their view, deny them any real participation. Deepening their discontent is their strong sense of alienation as lonely individuals in a huge bureaucracy. The camaraderie of the pre-World War II days is very difficult to achieve in the now highly impersonal government machine.

5. *In government, the employee was better protected against unfair treatment; the appeals procedures were impressive and generally effective.* What was unnoticed was that, after the Wagner Act, private enterprise was fashioning an instrument of industrial democracy which placed far greater control over arbitrary management action: binding grievance arbitration. Most collective bargaining contracts provide that disputes over interpretation of the contract terms, and often grievances over working conditions in general, will be resolved in the final step by an impartial referee or arbitrator. Well-meaning as the government administrators often were, in their benevolence they *unilaterally* made the final decisions on grievances. With the changed attitude of the times, binding grievance arbitration (as provided for by Executive Order 11491, for example) is demanded by many public employees.

6. *The interesting, vital nature of the work in government overshadowed everything else.* There were disadvantages in working for the government, but the vital and interesting nature of the programs rendered them minor.

Today, young people and others don't feel that way. Although the variety and importance of government programs are greater than ever, the challenge of involvement in them is not the sure lure that it used to be.

7. *Lobbying, plus the benefits of the administrators'*

DR. NIGRO is the author of *Management-Employee Relations in the Public Service,* 1969, and of a number of recent articles in the labor relations field. Formerly a member of the New Castle (Delaware) Personnel Board, he has been employed with Federal agencies, the United Nations, and private consulting organizations, and is a member of the National Labor Panel of the American Arbitration Association.

paternalism, was all the public employee needed for protection of his interests. Collective bargaining wasn't necessary, as it was for workers in industry.

Certainly, lobbying still continues as an important weapon of organized public employees, but it no longer suffices. Increasingly, public employee organizations are finding a new role necessary, as bargaining agents for their members, as in industry.

This was clear in the first major postal strike in early 1970. Long known for their strong role in lobbying, the postal unions gave up on Congress and the Administration and, like unions in the private sector, walked out.

The public employee is well aware that, under the pressures of wartime spending and the need to control inflation, political leaders may make decisions to economize on government salaries, despite rises in tax revenues. The industrial executive grants wage increases and then raises prices. The public employee sees collective bargaining as the way to save himself from having to make sacrifices on the altar of economy.

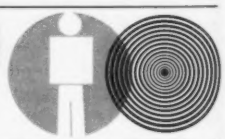
IMPACT ON THE PERSONNEL JOB

The new perceptions have influenced the personnel job in government in at least four ways:

- Participation with a capital P. The preamble to Executive Order 11491 states that both the "well-being of employees and efficient administration of the Government are benefited by providing employees an opportunity to participate in the formulation and implementation of personnel policies and practices affecting the conditions of their employment." While many employees desire more participation than the Government is willing to grant, there is a big difference between the participation under the new Executive order and its predecessor, E.O. 10988, and that allowed employees in the pre-collective bargaining days. Then, participation was limited to such things as suggestion systems, invitations to communicate openly with management, and so on. Now participation is just that; ask any official who deals with the unions.
- The contractual arrangement makes it all the more necessary that supervisors be good personnel managers. The contract provides effective sanctions for controlling (and educating) supervisors who make mistakes which lead to filing of employee grievances. Such supervisors "cost" the organization a great deal, in terms of worsened relations with increasingly powerful employee organizations. Formerly, top management exhorted supervisors to do a good job and removed some who proved hopeless. Now it must do much more to improve the quality of first-line supervisors for, if it does not, it likely will be in deep trouble. Consequently, there is a high priority on improving personnel management at the line level.
- Reexamination of merit systems. The unions have stimulated a great deal of thinking about what the merit system really is. While in some ways they have created pressures to weaken the principle of competitive ranking of candidates, as in their emphasis on seniority, in the main they have made some telling criticisms of traditional civil service practices. The point about resolution of grievances by outside arbitrators has already been made: this is true merit, not a unilateral decision by a paternalistic administrator. They have exposed the inadequacies of government pay-setting, long based on following the precedents of other public employers, no matter how wrong those precedents. Unions press for wages which are fair for the kind of work involved, no matter what a nearby jurisdiction pays for the same jobs. As another example, some unions are now demanding massive training programs as part of the employer's fringe benefit package; a true merit system to them is one which provides for upgrading all employees. Obviously, in some cases at least, the union pressure for reexamination of merit systems is leading to significant improvements in the quality of public personnel administration.
- Receptivity to change. Unionism and collective bargaining are proving themselves a dynamic force for change. Public personnel administration has tended to function by fixed principles with slowly changing methodology. In some ways, it has been a religion, with great emphasis on orthodoxy. The bilateral arrangement under collective bargaining may in the end prove the great savior of merit systems. For, while collective bargaining doesn't mean agreeing to everything the unions propose, it does require management to listen and bargain in good faith. Such listening and good-faith bargaining can make management a lot wiser than in the past, and personnel administration could enter a new era of development.

There is a circular relationship between changed environmental conditions and new perceptions of individuals: the new outlook itself influences the environment. Governmental administrators can learn a great deal to apply on the job simply from carefully studying the impact of new ideas on social institutions in general. #

STANDARDS AND TESTS



The last half of the 1960's brought a significant increase in expressions of dissatisfaction and dissent among young people on college campuses throughout the country. Because the Federal Government must continue to bring in college-educated employees to be trained for the future, officials have become increasingly interested in finding out what young employees are looking for in their jobs and to what extent these expectations are being fulfilled.

In the fall of 1968, CSC's Personnel Measurement and Development Center conducted a survey of the attitudes and opinions of young career employees concerning their jobs and work environment. One problem confronting us was time. We had only 2 months to design the questionnaire, distribute and collect it, analyze the results, and prepare a report of our findings. Therefore, we limited

The authors have been employed as research psychologists in CSC's Personnel Measurement Research and Development Center for the past 4 years.
Walter Mann is developing a job-matching system for the Federal Service Entrance Examination which will make it easier for applicants to find jobs with which they would be satisfied.
Diane Wilson is developing a new test for Mine Inspectors as part of the Bureau of Mines' program for improved mine safety.
Both are participating in a long-range project to improve the selection and job placement of D.C. police officers.

our sample to those employees who met the following criteria: (1) worked in the Washington metropolitan area; (2) entered their first full-time job in the Federal service between July 1, 1967, and June 30, 1968; (3) were under 30 years old when they entered the job; and (4) were in an entry-level position requiring at least a bachelor's degree or equivalent experience.

Working through the Interagency Advisory Group, we identified 3,536 employees in 47 different agencies who met the above criteria, and questionnaires were distributed to them.

Of the employees originally identified, 82 percent filled out and returned questionnaires. Of these, 76 percent were under 26 years old, and one-third were female. Almost all had at least a bachelor's degree, and over half had done some graduate work. As expected, most of the group entered their positions at either grade GS–5 or GS–7. In general, the women were slightly younger and had less education than the men, but an equal percentage (10 percent) of men and women had received Management Intern appointments.

Our first task was to determine what young, college-trained Federal employees look for in a job. Each person was asked to indicate the relative importance to him of 14 job aspects. Of greatest importance to most of the young employees surveyed were aspects related to the *nature of the work* (work assignments and the interest or sense of accomplishment felt while doing them). Next in importance was the *organizational environment,* which consists of agency management, the goals of the agency, training, pay, and promotional opportunities. The *interpersonal environment*—an employee's relationships with co-workers and supervisors—was least important.

Our second task was to find out whether young employees were satisfied with their jobs. Of those sampled, 57 percent said that they were either satisfied or very well satisfied with their jobs, and the same percentage expected to continue in their present type of work. However, only 38 percent planned to continue in the Federal service. Young employees expressed the most dissatisfaction with the organizational environment, followed by the nature of the work and the interpersonal environment.

A word of caution is needed concerning the interpretation of these results. Since we have no comparable data on other groups of employees, we do not know whether these young employees are more or less satisfied than other employees, either in or out of the Federal service. However, two ways in which Government managers could try to increase the number of young employees who plan to remain in the Federal service would be (1) to increase satisfaction with the most important area of the job (the nature of the work) and (2) to decrease dissatisfaction with the aspect of the job with which people expressed the most dissatisfaction (the organizational environment).

Specifically, in the *organizational environment,* young employees were most dissatisfied with the amount of "red tape," the "communications gap" between management and employees, the training they did or did not receive, and salary and advancement opportunities compared with those in private industry. The specific items relating to *the nature of the work* with which the employees were most dissatisfied were: too much clerical work, too few challenging and important assignments, and work that was not interesting.

The results of this survey were sent to each of the 47 participating agencies. However, these results may or may not reflect the opinions and attitudes of the employees in any *specific* agency. Finding out how their own employees, young and not so young, feel about their work is a task for each individual agency to undertake. We believe it is a task every Federal manager should welcome and pursue.

Further information on the procedures and results of this study can be obtained from the authors.

—*Walter Mann* and
Diane Wilson

TRAINING DIGEST

URBAN STUDIES DEGREE PROGRAMS

Special undergraduate and advanced degree programs in Urban Studies for Federal, State, and local government employees, developed by the University of Northern Colorado under a HUD grant, will be offered in seven States and the District of Columbia this fall. They will be of special interest for persons who find it difficult to take after-hours classes that require regular attendance.

The curriculum is offered as a flexible group of seminars rather than as regularly scheduled classes, preceded by directed reading, workshops, lectures, discussions, and individual study and research. The student's full involvement is emphasized in seminars and workshops that strike a balance between the theoretical and the practical aspects of the material through interdisciplinary team teaching.

UNC's courses will be offered in the fields of education, sociology, geography, urban planning, economics, systems management, and public administration as related to urban studies. Additional information is available from the Center for Special and Advanced Programs, 922 24th St. NW., #114, Washington, D.C. 20037.

CORRESPONDENCE COURSES

Nearly 2.5 million Federal civilian and military personnel took correspondence courses in 1969 according to a National Home Study Council survey. Many participated in courses developed and administered by the employing agency, while others took courses offered by commercial and educational institutions.

AGENCIES ENLIST COMMUNITY HELP

To fill low-level vacancies created by a recent headquarters move to a Washington, D.C., suburb, three HEW agencies initiated an interagency employment-training program which makes maximum utilization of community resources. In a partnership effort with the Montgomery County, Md., community, the Health Services and Mental Health Administration, the Environmental Health Services, and the Food and Drug Administration are sharing training resources to develop young people who have no marketable skills or means for self-improvement aimed at employment.

Two classes each of 25 young women have graduated from a specially designed 11-week course conducted by the Department of Adult Education, Montgomery County Public Schools, at the agencies' mutually shared (Parklawn) building. The women were recruited for GS–1 Trainee positions with the assistance of several community organizations, entered on the HEW payrolls, and immediately enrolled in the clerk-typist training program. No specific selection criteria were used.

The training course was designed to help the new employees adapt to the work environment as well as train them in office procedures. The course included intensive training in typing, filing, remedial English, and math. The students' enthusiastic participation was indicated by the high attendance rate and their own efforts to make the classes interesting.

All the women are now working in one of the participating agencies and are continuing their training on the job. To keep the road open for advancement, additional classes in typing will be given. The program will serve as a pilot for employing more unskilled individuals to help them develop into trained employees who can make a valuable contribution to the agency and the community.

CSC RESEARCH SERIES

Programmed instruction in the Federal Government has increased six-fold in the past 6 years. According to "Programmed Instruction: A Brief of Its Development and Current Status," more than 2,300 programs are in use.

Giving a concise, nontechnical synthesis of the major developments in PI, the booklet also gives guidelines for the use and selection of programmed materials, and lists the programs in use today.

This is the third in the Training Systems and Technology Series being published by CSC's Bureau of Training. The first two booklets in the series dealt with the instructional systems approach, and the third is the first of several which will cover various aspects of technology, including instructional television, computer assisted instruction, and evaluation of agency training courses.

Copies of the booklets were sent to directors of personnel and central training offices in each agency. Additional copies can be purchased from the Government Printing Office: 30¢ each for the first two and 55¢ for the third.

—Guy Hager

Guy Hager, who received his B.A. in 1967 from Western Washington State College in Bellingham, Wash., is an employee development specialist with CSC's Bureau of Training. He served in the Navy in Vietnam and Washington, D.C.

the Emerging role of MANpower planning

IN AGENCY AND PERSONNEL MANAGEMENT . . .

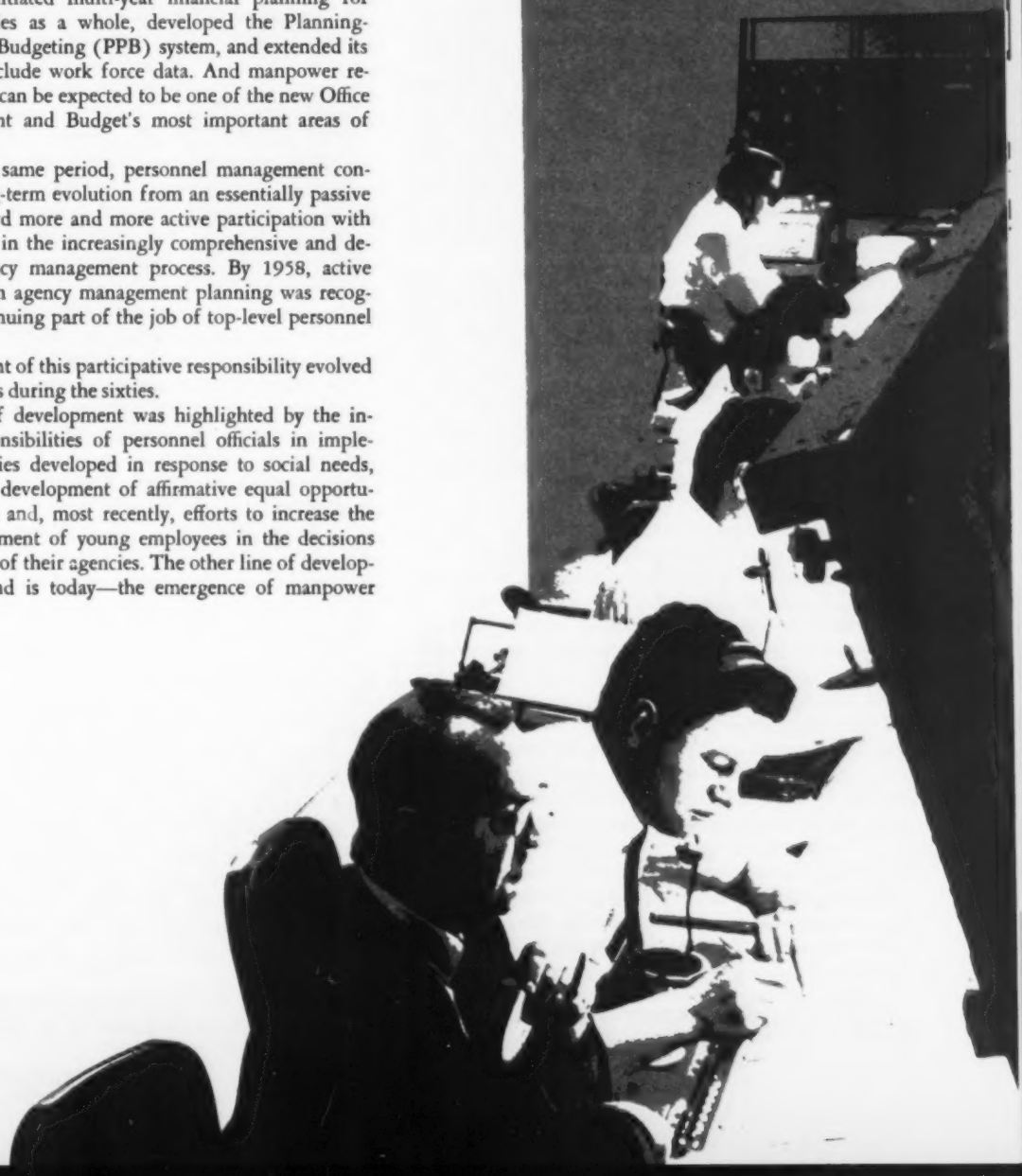
by Harry L. Clark

FEDERAL PROGRAM MANAGEMENT methods have undergone substantial evolutionary—almost revolutionary—change during the last 2 decades. In the fifties, the Department of Defense formulated the "weapons system" concept and elaborated it into a comprehensive administrative system which was adaptable to other Federal operations. In the sixties, the Bureau of the Budget initiated multi-year financial planning for Federal agencies as a whole, developed the Planning-Programming-Budgeting (PPB) system, and extended its coverage to include work force data. And manpower resource matters can be expected to be one of the new Office of Management and Budget's most important areas of concern.

During the same period, personnel management continued its long-term evolution from an essentially passive function toward more and more active participation with line managers in the increasingly comprehensive and demanding agency management process. By 1958, active participation in agency management planning was recogized as a continuing part of the job of top-level personnel officers.

Development of this participative responsibility evolved along two lines during the sixties.

One line of development was highlighted by the increasing responsibilities of personnel officials in implementing policies developed in response to social needs, including the development of affirmative equal opportunity programs and, most recently, efforts to increase the active involvement of young employees in the decisions and programs of their agencies. The other line of development was—and is today—the emergence of manpower



planning as one of the major technical responsibilities of personnel management.

MANPOWER PLANNING

At the time the Civil Service Commission began its first work in the manpower planning area, its policy issuances recognized the personnel officer's responsibility to "advise" agency management on the "personnel implications" of management decisions. Emphasis was placed on the personnel officer's planning responsibilities in:

- The "utilization" of planning to improve and integrate personnel program operations and
- The "coordination" of personnel planning with management planning.

In August 1961 the Commission assigned its first full-time staff to manpower analysis and planning functions—to make an analysis of Federal needs and forecasting problems for science and engineering fields. One of the findings was that most job turnover at senior S&E levels was movement from one Federal job or occupation to another—not movement out of the Federal service. The same finding emerged from a 1962 survey of the short-supply occupations for which increased salary rates had been authorized under section 803 of the Classification Act of 1949.

One indirect result was that the criteria for approving increased rates were expanded, in the Salary Reform Act of 1962, to include qualitative as well as quantitative recruitment difficulties. The most direct result, however, was that the collection of occupational data for the major Federal white-collar occupations was approved as the first major personnel management use of the Federal Employment Statistics Program sample, a continuous work history sample of 10 percent of Federal employees in all agencies, which began in July 1962.

This computer-operated sampling program produced, in early 1963, the first detailed, current data ever available on employment, turnover, and hiring patterns in individual Federal white-collar occupations. It also produced the first comprehensive data on inter-occupational mobility to be developed, to our knowledge, in any major sector of the U.S. economy.

As this source of data became available, the Bureau of the Budget was installing its first "multi-year plan" system, under which Federal agencies planning their future programs were required to provide employment, as well as budget, data and to provide them on a multi-year—not just a budget-year—basis. By special arrangement, the Bureau agreed to give us detailed information on the employment levels approved by the Bureau for each agency bureau and activity for the budget year and the 3 succeeding fiscal years. On this basis, we proceeded to develop a system for analyzing and projecting the occupational implications of the approved multi-year plans and for merging these employment projections with the current trend data developed from the computer sample file.

The net result of these efforts was a milestone in the development of the Commission's manpower planning program, the 1964 report *Federal Workforce Outlook, Fiscal Years 1965–1968.*

THE 1964 OUTLOOK REPORT

The central features of this first *Federal Workforce Outlook* report provided a basis for subsequent development of a number of agency manpower planning programs.

First, the report provided detailed, year-by-year projections of future Federal employment levels in the 156 largest Federal white-collar occupations. These projections were based on the actual future employment plans of the agencies as reported to, and approved by, the Bureau of the Budget as part of the FY 1965 budget process.

This direct linkage of manpower projections to the budget process produced projections which accurately reflected the wide range of agency capability for long-term planning which prevailed in the 1963–1964 period: some agencies were very good; many more showed a mixture of strengths and weaknesses; and some agency plans were inadequate.

Projections of professional occupations, for example, were for the most part excellent. Our projection of June 1968 professional occupation employment from January 1964 data missed the mark by less than 0.5 percent. Our projection of the wildly growing employment trend in ADP occupations was even better: we projected their growth from an actual 6,975 in June 1963 to an estimated 18,255 in June 1968. Actual 1968 employment was 18,618.

In the majority of occupations, after allowance for such subsequent developments as the Vietnam buildup, our projections proved, as we had intended them to be, consistently somewhat on the conservative side, with most shortfalls amounting to less than 10 percent and a majority less than 6 percent. On the whole, this part of the record is considered reasonably satisfactory.

In a few cases, however, the employment plans prepared by the agency—and hence, our projections—subsequently proved to be totally inadequate. For example, one agency's multi-year plan—and hence, our projections of their primary occupation—showed no increase in staff levels over the entire FY 1965–1968 period, even though the agency workload could be expected to continue to climb very rapidly through that period and beyond. In this case, and in a few others like it, our projections could be considered successful only to the extent that they accurately reflected the inadequacies of the agency planning systems then in use.

These inadequacies in agency planning systems contributed substantially to the Bureau of the Budget's decision

HARRY L. CLARK is Manpower Analysis Officer in CSC's Bureau of Policies and Standards.

to drop the "multi-year plan" requirement when the Planning-Programming-Budgeting System was instituted in 1965. Since this deprived us of the agency future plans data on which our *Outlook* projections were based, new techniques were devised utilizing data from Budget sources, Commission hiring needs surveys, shortage occupation reports, and special trend analyses for the 1966 and subsequent *Outlook* reports.

Overall, our experience with employment projections under the "multi-year plan" system convinces us that our original basis for developing the *Outlook* system in 1963 was correct—that highly reliable occupational employment projections *can* be derived from agency future work force plans—*but only when, and only to the extent that, these plans are developed as part of an effective multi-year agency program planning and budgeting system.*

Only projections derived in this manner can accurately reflect the actual future work force plans of agency management, as refined by the discipline of the budget process, and as approved as the program of the Administration by the Executive and the Congress.

We have provided extensive technical assistance to agency manpower planners in recent years, with a view to improving all agencies' manpower planning capabilities and making possible the implementation of such planning systems on a Government-wide basis.

The *second* key feature of the 1964 *Outlook* report was the data on current Federal occupational turnover and hiring patterns. As indicated above, these were the first such data ever available for Federal occupations. Since 1964, such data have been separately published as the *Current Federal Work Force Data* reports series, the data and techniques of which have been widely utilized by both the Commission and the agencies in planning manpower data systems, in preparing occupational studies, and in planning research in the various turnover and hiring areas.

The *third* key feature in the 1964 *Outlook* report was a suggested method of combining occupational projections and occupational data into estimates of occupational staffing needs.

Extensive use has been made of both of the above types of data and techniques in a variety of special studies. Major examples are the estimates of Federal manpower needs contained in the *1964 Manpower Report of the President,* the estimates of State and local needs developed for the White House in connection with the 1966 Carmichael Committee, in the report of the 1967 President's Task Force on Career Advancement, and in the development of the Commission's recent Intergovernmental Manpower Act proposal.

The Commission has conducted increasing research into turnover problems and hiring needs estimating in recent years. The turnover research, in particular, appears likely to yield insights of major importance to Federal personnel and line management planning and operations. Continuation, extension, and dissemination of such research will be a matter of high priority for the Commission's manpower planning staff in FY 1971 and FY 1972.

THE FUTURE

To provide leadership and coordination to future Federal manpower planning activities, we will soon establish a new Interagency Advisory Group committee on manpower planning to develop:

- A definitive statement of Federal manpower planning policy and its role in personnel management, and
- Basic guidance materials, of a "how to do it" sort, on the primary functions of manpower planning.

It seems apparent to us that manpower planning is now coming to maturity as an essential function of Federal personnel management. This is reflected in the Commission's recent revision of FPM Chapter 250, which for the first time explicitly recognizes manpower planning as an integral part of agency personnel management responsibilities, and in the recent statement by Chairman Hampton that "Only the well-trained personnel administrator will be able to provide the manpower data, the personnel costs-benefits analyses and data inputs, and the work force analyses which will be increasingly required in Government program planning." #

THE AWARDS STORY

WOMEN'S DIVING TEAM HONORED

Interior Department's highest citizens award was presented by Secretary Walter J. Hickel in July to five young women affiliated with universities—four scientists and an engineer—for undersea achievements in connection with Tektite II, a cooperative research effort involving Government, private industry, and universities.

The Conservation Service Awards were granted for their contributions to scientific, behavioral, and biomedical marine programs and to equipment and procedures testing they conducted in a research laboratory below the waters of Great Lameshur Bay, Virgin Islands.

During a 2-week period, the team lived in a four chambered "habitat" and emerged in wet suits to investigate plant and animal communities and their behavior. Members of the team were Dr. Sylvia Earle, a botanist; Dr. Renate Schlenz True, a marine biologist; Mrs. Ann Hartline, a graduate student in marine ecology; Miss Alina Szmant, a marine biologist; and Miss Margaret Ann Lucas, a graduate student in ocean engineering.

The all-woman team was the sixth of 17 scheduled to take part in Tektite II and the only one that included women. No other members of their sex have spent any comparable period of time underwater in any United States research program.

EEO ACHIEVEMENTS RECOGNIZED

Recognition for individual and team achievements in fostering equal employment opportunity are making important news within Federal agencies.

The first National Bureau of Standards award for outstanding performance in EEO was awarded in June to Avery T. Horton, a chemist in the Inorganic Chemistry Section and Chairman of the EEO Committee. In presenting the award, NBS Director Lewis M. Branscomb commented on the appropriateness of giving the award "to someone who has pursued effectively the cause of equal opportunity wherever he saw the opportunity to do so, in Government and out." He described Mr. Horton as a person who is a "tireless battler for real performance in EEO."

Under Secretary of Commerce Rocco C. Siciliano in an earlier ceremony presented six awards for "significant contributions in EEO." Included were honorary awards to the Weather Bureau's Alaska Region staff "for technical instruction and guaranteed employment to graduates of the revised training program for Alaska natives."

Dick Brengel, who is the Assistant Director of CSC's Office of Incentive Systems, is also Federal Government Representative to the National Association of Suggestion Systems. A graduate of Middlebury College, he has been with the Commission for 8 years.

The Reverend Leon Sullivan, founder and Chairman of the Board of Opportunities Industrialization Centers, in June received an award for contributions to equal employment opportunity in recruiting, presented by CSC Executive Director Nicholas J. Oganovic. This honorary citizens award recognized his leadership in the work of his organization, which prepares disadvantaged citizens for employment.

STATE ESTABLISHES NEW AWARDS

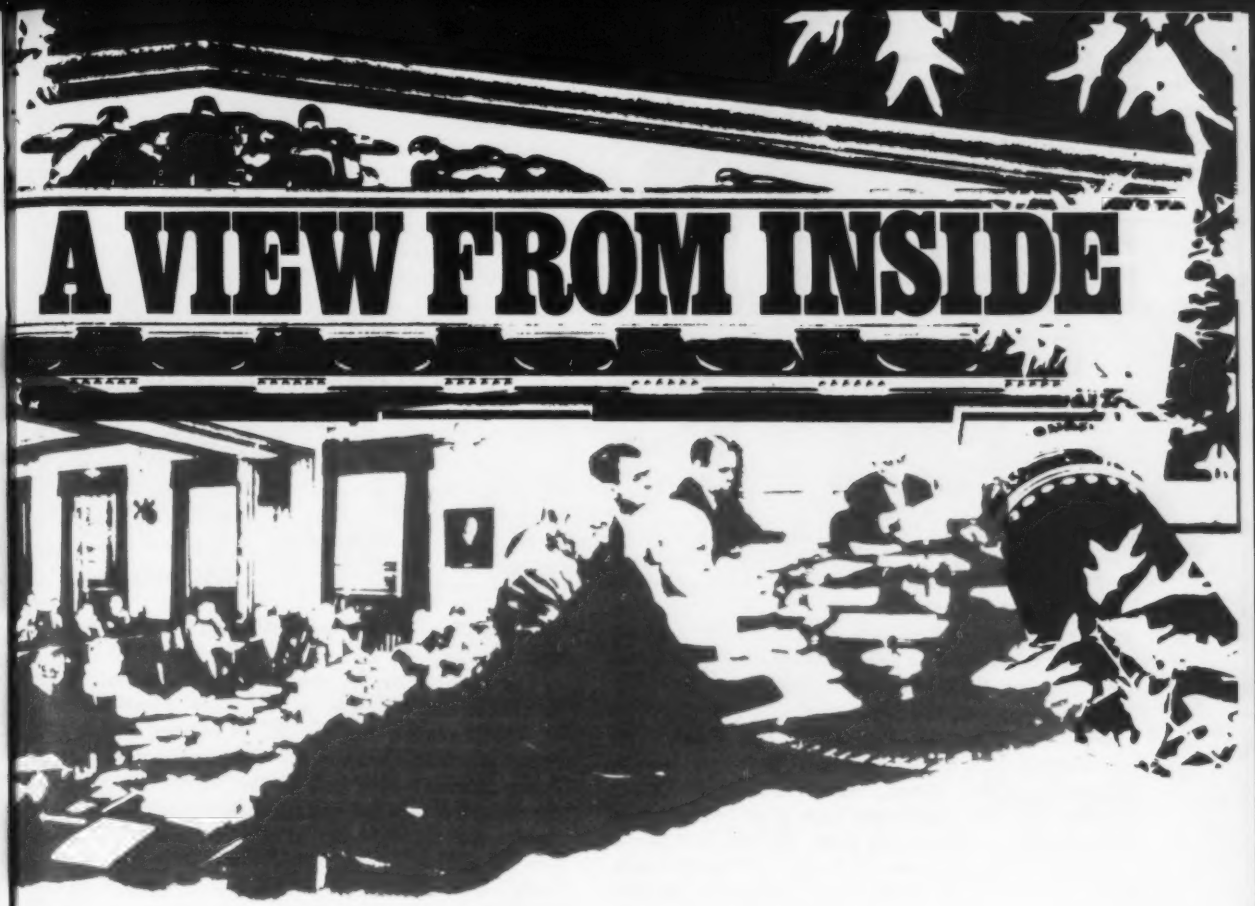
Three new awards—for reporting, for valor, and for secretarial work—have been established by the Department of State.

The Director General's award for reporting (an engraved desk set) will be granted annually to an individual or team for writing which exemplifies high standards of timeliness, initiative, perception, organization, and draftsmanship. The nominations, to be supported by representative examples of the writer's work, will be considered by a panel, which will include a professional non-Government writer.

The award for valor—a plaque—will be presented to employees who have demonstrated "outstanding performance under unusually difficult or dangerous circumstances which require exceptional bravery and perseverance to complete an assignment." The award may be granted to State or AID employees for "sustained superior performance while under threat of physical attack or harassment" or for an individual act of "courage or exceptional performance at the risk of personal safety."

The Secretary of the Year award will be granted annually to a secretary for "high standards of performance which characterize the service of secretaries in the Department and the Foreign Service." The award committee will consider such factors as professional skills attained, dedication to duty—especially under conditions of hazardous or arduous service, and contributions to the foreign affairs objectives of the bureau or mission.

—Dick Brengel



The Washington Summer Intern Program

What happens when U.S. Government agencies offer top-flight college students across the country a chance to see what's happening behind all those Federal office building facades?

To get a current reading on the "now" generation's rapport with Uncle Sam, the Civil Service Commission launched the 1970 Washington Summer Intern Program, opening the doors of the Federal system and inviting college students to take a look inside. The response has been excellent, confirming even the most optimistic predictions of this program's success as one facet of the Federal Government's summer employment effort, both in the D.C. area and nationwide.

Some 600 4-year colleges and universities in the United States, Guam, and Puerto Rico nominated for internships over 1,400 students from the upperclass and graduate ranks. Nominations were based on the youths' scholastic records and on their leadership ability, honors, awards, and career goals.

by Helene L. Gokie
Personnel Staffing Specialist
Manpower Sources Division

The Commission, in cooperation with the various Federal agencies, placed approximately 260 of these nominees in summer jobs matched to their individual skills and educational backgrounds. The young men and women were assigned to professional or technical functions of real importance to agency missions. This genuine involvement was, for most of the students, a singularly impressive feature of their summer employment.

The 36 participating agencies set up many special activities designed to give the interns a better understanding of complex operations. They often worked directly with key officials and were involved in dialogues with various agency secretaries, assistant secretaries, and other prominent political figures. In addition, through a series of interagency seminars, they learned of the wide-ranging problems facing their Federal Government today.

Interns had an opportunity to select, from a list of 27 possibilities, a seminar topic of particular interest to them. The 14 that attracted the largest number of nominations were scheduled.

One of these topics, *The President Decides,* gave the

Author Helene Gokie confers here with James R. Poole, Director of the Civil Service Commission's Office of Youth Employment Programs, an arm of the Manpower Sources Division. While serving as a Washington Summer Intern in this office, Miss Gokie had complete responsibility for evaluating the WSI program itself. Her "view from the inside" will continue as she has accepted an offer to stay with CSC as a career employee.

students a chance to speak at some length with John Ehrlichman, an assistant to the President. Other seminars, such as *Crime, the Courts, and Rehabilitation, Our Emotional Environment,* and *The Budgetary Process,* drew top speakers, including: Dr. Paul McCracken, Chairman of the Council of Economic Advisors, and Jerry Wilson, D.C. Police Chief. Donald Santarelli, Associate Deputy Attorney General, exchanged ideas with one group of summer interns, while Roger Jones, Assistant Director of the Office of Management and Budget and former Chairman of the CSC, met with another group. The students were able to assist in making contributions toward solutions for some of the major problems discussed in these sessions. Some of the seminars were held on a weekly basis while others were conducted bi-weekly.

The weeks I have personally spent as a Washington Summer Intern have been valuable ones for me. I've developed a far better understanding of the Federal establishment and how it works to serve the needs of every citizen. I had been studying for an advanced degree at the University of Miami (Florida) when, in June of 1970, I took a summer job with the Civil Service Commission.

I joined the staff of the Office of Youth Employment Programs, Manpower Sources Division, in the Bureau of Recruiting and Examining, and promptly received a series of interesting and varied tasks to accomplish. For example, I was given complete responsibility for evaluating the Washington Summer Intern Program itself. In carrying out this assignment, I have had many pleasant and rewarding meetings with summer interns and with agency personnel, here at the Commission and elsewhere on the agency circuit.

The impact of this experience has been such that I have decided to alter my plans for the future. I have accepted an offer to remain with the CSC as a career employee. I intend to continue work on my doctorate (in Educational Administration)—but here in the Nation's Capital. In the meantime, I am anticipating stimulating and satisfying involvement as a member of the Commission's regular "starting team."

My positive reaction to today's Federal scene is apparently not an isolated one. In talking with my contemporaries at some of the other agencies, I found that enthusiasm was a common response to the "WSI Thing."

Jim Piscatori was an intern at NASA's Goddard Space Flight Center. He's a political science major at Stonehill College, North Easton, Mass., and the space agency handed him a job made to order for a person in his particular field. He was assigned to the exotic-sounding "Project Eole" (Goddess of the Wind), which has to do with international cooperation in the whole area of space satellites—"birds" of every description: communications, weather, scientific measuring, and other types of vehicles.

Specifically, Jim was in the French Projects Office, helping to evaluate the benefits derived from our cooperative ventures with the French scientific community. This work involved numerous meetings with his counterparts from abroad and with a globe-trotting NASA staff. When asked how he spent his summer vacation, this young man will have something of significance to report.

WASHINGTON SUMMER INTERN SEMINARS

The Washington Summer Interns attended one of the following seminars, each consisting of a series of lectures by top Government officials, followed by question-and-answer sessions.

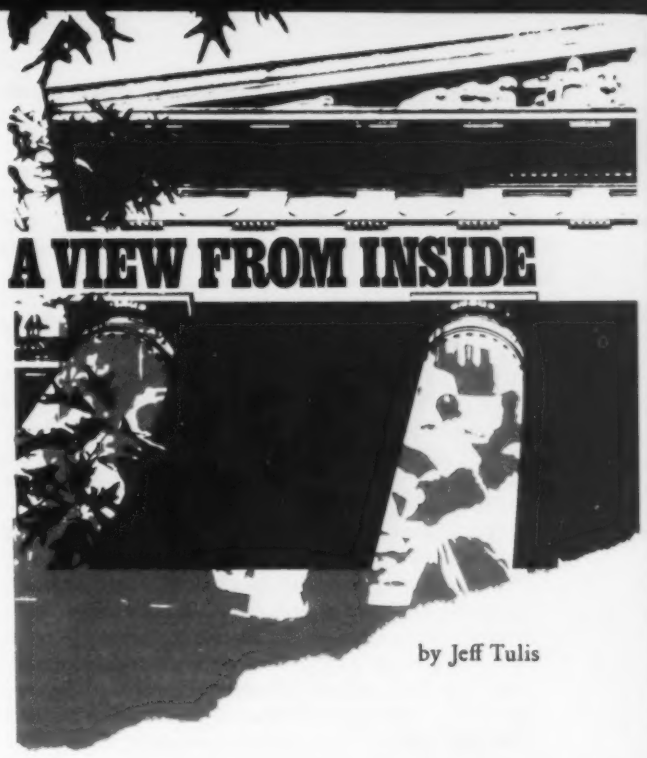
Renée Hunter is beginning her senior year at Madonna College in Livonia, Mich., where she is majoring in home economics and family life. Her summer intern contributions were made at the Department of Agriculture. She worked with the Private School Operations Branch, compiling a study of the costs and effectiveness of various meal delivery systems. She traveled to Dallas, Chicago, Memphis, and Nashville while developing a summer recreational feeding plan to be used under the Special Food Service Program for Children. Well placed in a job within her professional bailiwick, Miss Hunter said, "It was one of the greatest experiences I've had in a long time."

Everybody talks about Government spending and somebody is trying to do something about it. Floyd Groce, a Washington Summer Intern employed by the General Services Administration, is a business administration major at Dakota State College in Madison, S. Dak. Floyd has been analyzing motor pool operations throughout Government, checking for ways in which losses can be eliminated. He has high praise for a summer program which has broadened his knowledge of accounting practices and which will ease his way considerably as he returns to his college curriculum.

William Richy, with a degree in finance and economics from Iona College in New Rochelle, N.Y., was ideally suited for his WSI position. The Department of the Navy hired him to work with their Deputy Controller for Financial Management Services. In that job he was able to put his background to good use as he gathered data and formulated special techniques which will help the Navy to more accurately forecast its expenditures. Bill had access to the newest in automatic data processing equipment and he programmed some of the computer runs used in the study.

These few examples are representative of the other men and women who made up the 1970 corps of Washington Summer Interns—260 strong. The WSI Program admittedly has some way to go before it will satisfy all the expectations of every participating student. There are still a few rough spots, still a few complaints—and these comments are generally valid. However, they relate to minor factors which should prove easy to adjust.

With proper direction this program can be very effective indeed, serving as one of the primary beacons for the efforts still to come. President Nixon, in his memorandum of March 31, 1970, referred to our Nation's "greatest resource . . . youth." We have a responsibility to assure that an adequate number of our young people will choose to devote their talents to the vital work of Government.



A VIEW FROM INSIDE

by Jeff Tulis

Summer Intern at Agriculture

The conclusion that many of America's top decision makers are rational men shouldn't seem unusual. Yet, in a time when many Americans, particularly young people, are questioning the competence of their leaders, such a conclusion is not only unusual but encouraging, coming from a group of college student leaders.

As one of some 260 Washington Summer Interns, spending the summer of 1970 working in the Federal Government and attending seminars led by top decision-makers, I came to see clearly this "rationality." Many interns shared these views, but these are merely my impressions of the Washington Summer Intern Program.

It seemed that the Civil Service Commission made a real attempt to achieve a representative geographical distribution of college students, for our colleges and home towns stretched from Maine to California. However, our backgrounds did not reflect the diversity that pins on a map might suggest.

For example, there were no radicals (raving or subdued) in the group. The relative homogeneity of the group was due, in part, to the fairly high grade requirement for placement in the program. Whatever the reasons, the intern group was not reflective of the commonly held view of American college population. Most of us came to Washington with some faith in our Government and its leaders.

This moderate tone was most evident in the seminars that the Civil Service Commission arranged for us. There was a choice of seminars—ranging from "Out of Poverty" to the "Budgetary Process." I chose "The President Decides," an attempt to provide a better understanding of the process by which the President is presented with background and options for decision. All of our discussions were held either in the White House or in the Executive Office Building.

We first met with the President's Special Assistant for Staffing. A greeting of a huge smile, firm handshake, and "Hi, I'm Harry Flemming," caught us all a little off guard; we were expecting a more formal setting. Mr. Flemming's job included heading up the "interim government," established to provide a smooth transition during the changeover of administrations. We listened to an amusing and informative description of the "talent search"—how the President selected his political appointees. As with all of these seminars, our speaker addressed us informally for about 45 minutes followed by 45 minutes of questions.

Prior to this discussion, Alec Lathers, a Civil Service Commission employee assigned to arranging the "Presidential" seminar, suggested that we *not* ask "policy" questions, such as "Why are we in Cambodia?" but to ask "process" questions, like "How does the President choose his Cabinet?" As the question-and-answer period proceeded, several policy questions were asked and Mr. Flemming seemed more than happy to answer them.

Of the six meetings, two others particularly impressed the seminar group. "The Role of the Council of Economic Advisors in Presidential Decisionmaking," was the specific topic of Dr. Paul W. McCracken, Chairman of the CEA. The discussion was much like a college seminar probably because Dr. McCracken and his Special Assistant, Dr. Sidney Jones, are both former professors of economics.

Dr. Jones presented the introductory material—the history and functions of the Council of Economic Advisors. He and Dr. McCracken then answered questions, often citing specific policies (recent Presidential vetoes, for example) to highlight aspects of the decisionmaking process. There were no economists in the group; most of us had only had an introductory course in that subject. Hence, the discussion was not as pointed and specific as it might have been given more substantial backgrounds in the field. Nevertheless, Dr. McCracken seemed to enjoy the discussion. In a short note to me the following week, he said, "The seminar discussion was a pleasant interlude, making an old professor yearn once again for the seminar room."

The White House was the setting for our meeting with John D. Ehrlichman. His approach was more like Mr. Flemming's than Dr. McCracken's—it was a down-to-earth, commonsense approach as opposed to the more theoretical point of view of the economists. Mr. Ehrlichman described in detail the structure of the new Domestic Council. We didn't realize it at the time, but we were learning about a structure that had not yet been fully communicated to many of our agency administrators. Mr. Ehrlichman seemed more open to discussion than I had expected, given the man's proximity to the President. He did not hesitate to use specific policies as examples in his talk, touching upon Cambodia, nerve gas, and the way the President prepares for a news conference.

Impressions of the entire seminar program are difficult to make, given participation in only one of them. Looking only at that one, the interns did by and large gain a greater confidence in our decisionmakers. However, we all also agreed that one session was entirely wasted because of

In the accompanying text, Jeff Tulis tells about his summer as an intern in the Department of Agriculture. This assignment fell between his second year at Bates College, Lewiston, Maine, and a year in England attending Oxford University. At left, Jeff prepares for a seminar; below, he discusses his work with his supervisor, Dr. Bruce Beacher, Assistant to the Administrator, Cooperative State Research Service.

lack of preparation both on the speaker's part and on ours. This could have been easily remedied, and most of us suggested to the Commission (on forms provided for that purpose) that the seminars be run more like academic seminars—with background reading and question development prior to the actual encounter with the speaker.

Interns often developed an understanding of the complexity of decisionmaking from their job experience. Job assignments spanned the Federal bureaucracy. Along with one other intern, I was placed in the office of Dr. Bruce Beacher, Assistant to the Administrator, Cooperative State Research Service, Department of Agriculture.

Dr. Beacher was an Intern on the "Hill" several years ago. His office is an informational clearinghouse for the agency as well as a center for the agency's Congressional liaison activities. Most agency business seemed to pass through the office, and thus Del Carlson (the other intern) and I were able to get a pretty accurate picture of how the entire agency functioned. Our jobs were positions of responsibility as far as the administrators were concerned. In addition to sharing daily work assignments with our supervisors, we completed special studies of one of the agency's statutory advisory bodies. Then toward the end of the summer we were asked to conduct a 1-hour staff meeting to present our impressions of agency functions and how they could be improved.

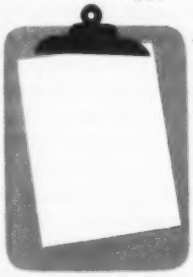
There were 15 interns in the Department of Agriculture. Many of us had requested more prestigious (or as one intern said, "more shizzamm value") departments. All of us were happy with our placement, however, for we found that Agriculture took a more active interest in the intern program than many other departments.

Agriculture's interest in us led me to discover what will be known, I'm sure, as the *Iron Law of Internships:* As the prestige or shizzamm value of the department goes up, the intern's perception of his job as responsible or exciting goes down (or "shizzamm value is inversely proportional to intern job responsibility").

The Department of Agriculture arranged its own seminar program. We met with the Secretary of Agriculture and each Assistant Secretary; many of these speakers invited individual interns to their offices again to follow up discussion. Our jobs served as background for these seminars. Thus, in some cases, we were able to ask more pointed questions at departmental discussions than at the more general Civil Service Commission Seminars.

The Washington Summer Intern Program's greatest strength is in its scope and its diversity. Although small problems—inadequate communication between the Civil Service Commission and interns during the summer and inadequate background for seminars—were raised by many of us, the program achieved a basic objective of providing college students with access to Government decisionmakers through their job experience and through the seminar program.

These experiences bolstered my belief that there are some good men in key places in our Government, and gave me a clearer understanding of the kinds of activities that those key men direct. #



Task Force on Job Evaluation

The Task Force is now fully staffed (as if a project of the magnitude of this one can ever command enough heads and hands) and we are immersed in our work. During the past several months we have, among other things, reviewed the myriad systems for job evaluation and pay administration now in use in various parts of the Federal Government, held briefing sessions with directors of personnel from some one dozen Federal agencies, and outlined 30-odd problem areas for intensive study. Some of these study projects are well under way:

- A validation of various Federal job evaluation systems against the position classification (standards) system administered by the Civil Service Commission has been undertaken. This will enable us to determine the degree to which these various systems are out of alignment with one another.
- The concept of rank-in-man vs. rank-in-job is being explored.
- The relative merits of a locality vs. a national salary structure are being studied.
- We are examining the usefulness of having a separate evaluation system for the various professional employees in the Federal service.
- We are reviewing the legal justifications for exemptions from the Classification Act of 1949.

LEARNING FROM OTHERS

Two Task Force members were unchained from their desks and spent some time visiting several private firms and State government headquarters in order to learn how other large organizations deal with their personnel management problems, particularly in the area of job evaluation.

This whirlwind tour included a stop in Ottawa. The Canadians have recently revamped their entire government personnel structure, and we naturally are much interested in their problems and in their solutions to those problems. In 2 days of talks with Canadian officials our two Task Force members learned a great deal about this new system.

The Canadians have made a number of interesting innovations, particularly with respect to labor-management relations.

We have completed a round of talks with four advisory committees representing, respectively, private industry, Federal personnel directors, AFL–CIO unions, and independent unions and associations. This was a fascinating and informative experience. Interest in our project is obviously running very high. The advice and counsel of these committees will be of great value to us in formulating our final recommendations.

Philip M. Oliver has, during the past 3 months, been enjoying the responsibilities of Task Force director. He has been in much demand as a speaker or participant at numerous conferences and seminars of personnel people. These have included the annual convention of the Society for Personnel Administration, a meeting of the Classification and Compensation Society, a group of Federal Personnel Interns, and a seminar of young Federal personnelists at the Federal Executive Institute in Charlottesville, Va.

The questions—and, occasionally, criticisms—thrown at Mr. Oliver are revealing of attitudes toward the present system for position classification in the Federal Government. A substantial number of professional personnel people are in despair over what they perceive to be complexities, rigidities, and inequities in the present system. Many of these people have their own pet theories on how to make improvements. We welcome such ideas and suggestions. Combined with the advice proffered by the four advisory committees, the comments of these interested parties bode well for the future of the Task Force and for the future of job evaluation in the Federal service.

MULTI-PURPOSE SYSTEM

Indeed, it is obvious, even to a neophyte like myself, that the implications of a job evaluation system go well beyond its role in the pay-setting process. Job evaluation can be of use in position management, job engineering, equal employment opportunity, manpower planning, career development, budgeting, labor-management relations, and establishing public confidence in the workings of the Federal personnel system. These are some of the purposes which any new system will have to serve.

Whether we will in fact achieve all these laudable ends remains to be seen. A very few people are afraid that we will be too successful and undercut a good deal of vested interest. At the other end of the opinion spectrum there is a healthy skepticism about our efforts. We are not, after all, the first group in recent memory to study various aspects of the Federal personnel system in depth and make recommendations for improvements.

Barry E. Shapiro is the youngest member of the Job Evaluation Task Force, where he has been assigned since April. Born and raised in New York City, he holds a master's degree in European history from New York University. A Management Intern, he has been with CSC since September 1969.

There are, I believe, certain new circumstances which enhance our possibilities for success. This is the first Task Force since 1919 specifically established by an act of Congress to review the job evaluation systems of the executive branch of the government. Furthermore, our legal mandate is both narrower in scope and more sharply defined than those of the two Hoover Commissions. We are expected—indeed required—to produce not merely recommendations, but proposed legislation for improving the present system for job evaluation.

Pressures from unions and employee organizations for more flexible pay adjustment methods are making themselves felt in new and powerful ways. And there is a growing awareness, throughout the Government, of the relationship of Federal personnel problems to the larger social matrix of the country as a whole which is replacing the older, narrower focus on traditional management processes.

NEW OUTLOOK

Much of this awareness has been generated by the young people in Government, many of whom are concerned with improving the lot of their fellow workers at the lower end of the salary scale.

We think we have made a good beginning. Although there is not yet a clear view of the end product, we have high hopes of coming forward with a system that will be a decided improvement over what now exists.

—Barry E. Shapiro

The mentally restored | A proven manpower resource

by Maj. Gen. Robert H. McCutcheon
Commander, Ogden Air Materiel Area
Hill Air Force Base, Utah

MODERN MANAGEMENT cannot function in a sea of slogans. It is not enough to be told, for instance, "it's good business to hire the mentally restored."

The questions really are: How good? How do they compare with other workers?

Hill Air Force Base, Ogden, Utah, has been hiring mentally restored persons for many years, not on the basis of slogans but on the basis of performance.

We have been comparing their work records with the records of employees with no mental illness in their backgrounds. Our findings have demonstrated that it *is* good business—and good personnel practice—to hire the mentally restored and to keep them at work.

We have not operated under romanticized illusions that the mentally restored are better than anyone else. We are realists; we know that no human beings are perfect. But the mentally restored have fully demonstrated their loyalty, their ability, their dedication. They have earned their pay.

For the past 8 years, researchers have compared a sampling of mentally restored employees with a control group of other workers—men of similar age, education, and backgrounds performing similar tasks. The study began with nearly 140 mentally restored persons and a like number in the control group. Over the years, the number of mentally restored workers declined because of transfers, resignations, and retirements; the control group was reduced accordingly.

The mentally restored workers included those with a history of schizophrenia as well as those with a history of other psychoneurotic disorders. Schizophrenia generally is a more severe mental illness than psychoneurosis.

The study was made possible for two reasons. First, work performance for all employees at Hill Air Force Base is evaluated each year by their immediate supervisors. These ratings become a part of their personnel records. Second, all employees receive medical evaluations before being hired, as well as for sick leave absences of more than 5 days. Therefore, performance records and medical records were available for comparison—with, of course, the privacy of individuals fully protected.

Following are some of the significant findings of the study.

WORK PERFORMANCE

The mentally restored workers performed almost as well as the control group.

About three-fourths of the mentally restored, as well as three-fourths of the control group, received "average" job performance ratings. However, the mentally restored had a somewhat smaller percentage of "superior" ratings and a somewhat larger percentage of "inadequate" ratings.

A closer analysis of the performance records discloses that those with a history of psychoneurosis did every bit as well as the control group, but those with a background of schizophrenia tended to lag somewhat behind their control group. This should not blind us to the fact that, on the whole, the schizophrenia group performed quite well—well enough to satisfy management's demands.

SICKNESS

The mentally restored workers seemed to use more sick leave than the control group, but this is an instance where statistics deceive.

Among the workers with a history of schizophrenia was one who accounted for most of the sick leave. He was on accrued leave prior to his medical retirement. Leaving him out of the picture, the schizophrenia group actually used much less sick leave than the control group.

However, those with a background of psychoneurosis tended to use a bit more sick leave than their control group.

In either case, sick leave was not excessive.

VISITS TO DISPENSARY

One common myth about ex-mental patients is that they never stop visiting the dispensary for all sorts of ailments, real and imagined. The study shows that this is not at all true.

The mentally restored—the psychoneurosis group as well as the schizophrenia group—paid no more visits to the dispensary than workers in the control group.

INJURIES

Another myth would have us believe that former mental patients are accident-prone. This, too, has proven to be without foundation.

As a matter of fact, the mentally restored—psychoneurosis and schizophrenia groups alike—had much better job safety records than workers in the control group.

JOB PROMOTIONS

Rates of job promotions were another element studied by the 8-year survey.

The former mental patients with a history of psychoneurosis had a promotion rate as high as employees in their control group. But those with a history of schizophrenia lagged behind their control group in job promotions.

On the other side of the coin, job demotions were negligible for all—ex-mental patients as well as non-patients.

DOLLARS-AND-CENTS MEASURE

The evidence of our study has reinforced the slogan. Yes, it *is* good business to hire the mentally restored. There is another dollars-and-cents measure that indicates just how good business it is.

The mentally restored workers at Hill Air Force Base have been wage-earners—paying their own way in life, paying their share of taxes, assets to their community. These are the figures:

In 1963, the 137 mentally restored persons in the initial sampling earned a total of $1,000,000.

In 1965, a total of 121 still on the payroll earned $935,000.

In 1967, the 112 still employed earned $900,000.

What if these people had not been working? What if the ranks of society closed in against them so they could not find employers willing to accept them?

If that had been the case, here is what their cost to society would have been, in care and maintenance:

In 1963, the 137 would have cost somewhere between $168,000 (if all were single) and $511,000 (if all had dependents).

In 1965, the cost to society for the 121 would have ranged between $149,000 and $452,000.

In 1967, the cost for the 112 would have ranged between $138,000 and $418,000.

Society's choice is clear.

IN PERSPECTIVE

The mentally restored have not proved to be supermen and superwomen. Nor have they proved to be inferior beings. They are simply people, human beings, with all the hopes and aspirations of humankind.

They have been good and loyal workers. They have displayed strengths and weaknesses, but who does not? A few still may have problems, but usually their problems do not interfere with their work.

Hill Air Force Base is proud of its mentally restored employees. We are proud of their courage in rising above adversity, and in earning their rightful place in the world of work.

They have earned their place—at Hill Air Force Base, in their communities, in our Nation. #

QUOTABLE QUOTABLE

Eddie Miller, who is Director, Speakers Services Department of the American Medical Association, has excellent advice for persons who put words on paper in excerpts from an address, THE CABINET AND THE TOOL BOX, *before the New Medical Executives School, Chicago, Ill., last March . . .*

I WOULD GUESS that after two and a half days of sitting in this meeting, and after 18 or 20 people have told you what is expected of you as medical executives, a good proportion of you wish you had gone into selling shoes or tending bar. But for the benefit of those who have decided to stick it out with the medical profession, I have another message about one of the jobs you'll get to do.

If you're real lucky and behave yourself, they just might let you write some reports and memos and letters and minutes of meetings and summaries of conferences and maybe even a resolution or two.

If I'm successful in what I hope to do, I'll say a few things that will make that part of your job a little easier. And make the finished product a little better.

You won't have to take notes, because what I'm going to say is not necessarily immortal truth. It is opinion; the opinion of one man who has made a living for the last 20 years as a writer.

Let's start with a little deep philosophy. What is writing?

Writing is not putting words on paper. It is the transmission of thoughts from one mind to another. Words are only the tools.

I like to compare it with cabinet-making. You hire a carpenter to build a cabinet in the corner of your dining room. When he's through, you look at the cabinet. You want to be sure the joints are tight and smooth, that the doors open and close without sticking or rubbing, that the shelves are spaced right to hold whatever you plan to put on them.

You don't go to the man's tool box to see what he used to build the cabinet. How he did the job is of no concern. You're only interested in the finished product. You'd be aware of the tools he used only if he used them poorly. For example, if he left hammer marks around the countersunk nails, or made scratches with a chisel.

A piece of written material is like that cabinet. You read it as a finished product. The words in it shouldn't call themselves to your attention. The only thing you want to get out of it is the thoughts it expresses, the information it gives. Nothing else.

Our language is rich and varied, colorful and expressive. You can cuss a blue streak with it, or lull a baby to sleep. You can write a filthy novel, or a New Testa-

ment. You can incite to riot, or rally a frightened people to defend their homes and their liberty.

But you don't have to do any of these things. All you have to do is pass information from one mind to another, from one group to another.

Well, now, that all seems pretty easy. Unfortunately, however, it's not. There are two things that will make your job of writing difficult—even if you're good at it.

First, is the current national epidemic of linguistic edema. And the second is the fact that your masters and mine, the physicians, are among the most seriously affected victims of that disease.

Linguistic edema is my own term for the malady of swollen language: the runaway trend to say everything the hardest possible way, by using big words, by using obscure ones or by using half a dozen where one would do.

In our own line of work, we rarely see anything about taking care of patients. Instead, we see much about "the delivery of medical and health care." We don't see much about doctors and nurses and hospitals. We see more about "providers."

Some linguistic edema is evident when people are talking. But the worst attacks come when somebody sits down to write. There is something about picking up a ballpoint pen, or calling in a secretary, that makes most people forget everything they know about thought and makes them concentrate entirely on words.

As far as I know, there is no cure for the disease. But there is a preventive; a vaccine, if you will, that will keep you from ever catching it.

I am about to give you the key to good report writing, good letter writing, good journalistic writing. It is an idea I could sell for millions, but I'm going to give it to you free.

Every time you write a paragraph, read it aloud to a friend and have him ask you one simple question: "What do you mean?"

If you don't have a friend you can impose on, be your own friend. Ask yourself the question and answer it honestly.

If you answer the question in words that are much different from the ones you wrote down, then your report is badly written.

Now let's test this theory—which I call Miller's Law of Language—by applying it to an item that was adopted by the AMA House of Delegates at the 1969 annual convention. The House had a resolution before it referring to former military medical corpsmen. The idea was that we ought to find ways to keep those people in the health field after they are discharged.

As it was adopted by the House, the resolution said:

"Resolved, that appropriate steps be taken by the American Medical Association to encourage recruitment into the health professions of health-oriented personnel released from the armed services, that the cooperation of allied health professions and vocations be sought in this effort, and that such action be referred to the Board of Trustees and its Council on Health Manpower for implementation."

They meant, "Resolved, that the Council on Health Manpower work with other health organizations to attract former military medical corpsmen into health careers." That takes 21 words and says the same thing.

Now, to leave a good taste in your mouth, let me quote from a speech. After the disaster in Dunkirk in 1940, Winston Churchill reported to Parliament in a message heard around the world.

This is a small part of what he said:

"We shall defend our island, whatever the cost may be. We shall fight on the beaches. We shall fight on the landing grounds. We shall fight in the fields and in the streets. We shall fight in the hills. We shall never surrender."

What did he mean? Exactly what he said. There isn't any better way to say it. But I can assure you that if he had been a lesser man, he would have told his Parliament and the people of England that "We shall oppose the aggressors through the optimal mobilization and implementation of all existing defense-oriented modalities." And nobody would ever have heard of Winston Churchill again.

Now I want to offer a few general rules that I consider pertinent to good report writing.

Before you write anything, be sure you know what you're trying to say. Taking off without a clear idea of where you're going leads to a lot of wandering around. When you're organizing it, Rudyard Kipling's six faithful servants are still handy to use: who, what, when, where, why and how.

Before you put the first word on paper, however, remember that you are not showing off your box of tools. You are building a cabinet.

Write for your readers, not for posterity. The reports you do will not be engraved on bronze plates for future generations. They'll be sent to somebody to read.

Use the active voice of verbs a lot more than the passive. It is stronger, clearer and moves things along a lot faster.

And don't let yourself get hung up on rules, including the ones I'm giving you. Rules were made to be broken when they get in the way of good writing.

Many amateur writers will tell you never to repeat a word in the same sentence, or even the same paragraph. It is that kind of bad advice that has lead sports writers to use the word "ball" one time in a baseball story, and from then on call it a pill, or apple or spheroid or some other far-fetched name.

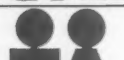
Above all, if you take one thought out of here with you, let it be this one:

When you write a report, you're trying to tell somebody something. Just tell them. Don't try to overwhelm them. Don't confuse them. Don't impress them with your erudition. Don't get them lost in a maze of fancy language.

Just tell them. And tell them so they'll understand it.

#

EQUAL OPPORTUNITY



ASSESSING THE IMPACT OF THE UPWARD MOBILITY PROGRAM

The concept of upward mobility has now been established as a program. Where do we go from here? Any plan, however majestic in theory, can be judged only by its results, and the results must be gathered and evaluated systematically. For this reason an integral part in the development of a Government-wide action plan for upward mobility is the development of a useful and practical method of determining and assessing its results. The evaluation system, to support the upward mobility program, had to be aimed at:

- Assessing the short- and long-range effects of the program in relation to public policy, the merit system, and behavioral science.
- Providing feedback necessary to make program implementation easier and point out new ways to provide encouragement, assistance, and training opportunities so that all employees may utilize their capabilities to the fullest extent.
- Gathering the information necessary to report to the President periodically on progress in achieving the objectives of the program.

President Nixon called attention to the motivations, expectations, and the careers of Federal workers in Executive Order 11478, when he asked heads of departments and agencies to "Utilize to the fullest extent the present skills of each employee, [and] provide the maximum feasible opportunity to employees to enhance their skills so they may perform at their highest potential and advance in accordance with their abilities."

Behavioral science research over the last half century has consistently supported the thesis upon which the President's order is based. The traditional hierarchy and control systems do not necessarily cause each worker to operate at his full potential. Instead, factors like status and importance of the job, level of responsibility for results, and opportunities for advancement have turned out to be much more effective motivators of performance. The employee whose career horizons are limited by his own lack of education, training, and experience and by his employer's lack of concern for his full development and utilization is unlikely to find his present work assignment so responsible and rewarding that he is motivated to excel at it.

In transmitting his order to the heads of Federal agencies, the President endorsed the recommendation of CSC Chairman Robert Hampton that efforts to open up opportunities for upward mobility be focused on employees at the lower levels. Clearly, this recommendation was based on the fact that many minority group employees are concentrated at the lower grade levels, victims of inadequate education and past discrimination, and that women employees are also largely concentrated at the lower grade levels.

In the development of a program of action which could be used by Federal agencies in bringing about increased upward mobility for lower level employees (forwarded to heads of agencies with Chairman Hampton's memo of May 7, 1970), the Bureau of Personnel Management Evaluation was assigned primary responsibility for developing an upward mobility evaluation system which would give Commission program managers and agency officials a concrete basis for evaluating progress. Early in our work we reached some conclusions about the general issues involved in evaluating upward mobility:

- Evaluation must be based on results. While we are interested in actions which agencies take to implement the upward mobility program, these efforts must be evaluated (1) within the context of what has already been accomplished, and (2) in terms of their effects on employee promotions and promotion potential.
- The primary output of the upward mobility program should be increased advancement of lower level employees. However, in evaluating program impact we must also assess underlying effects on behavior, attitudes, and motivation to gain an understanding of factors that lead to high performance and advancement.
- Overall assessment of program results will be made difficult by employment trends resulting from economic and technological factors. Highly specific information about agency actions and their effects on employees would be needed to interpret the program's effect on overall trends.
- Long-range capability for assessment of program results will depend on the development of the Federal Manpower Information System and other breakthroughs in personnel management research. An interim system would be needed, however, to provide meaningful feedback from the beginning.

A second phase of the evaluation system design consists of the identification of concrete expectations of results—expectations against which we could compare actual results to obtain a real assessment of progress. Four areas of program expectation were settled on:

- Career patterns—improved career patterns for lower level employees should result, indicated by increases in personnel changes from low skill to high skill occupations, and increases in the number of employees moving into apprentice, technician, and other developmental positions.
- Distribution of minority group members and women in the work force—enhanced occupational and grade

SPOTLIGHT ON LABOR RELATIONS

Tooling up to serve the broad informational purpose prescribed by Executive Order 11491, "Labor-Management Relations in the Federal Service," CSC's Office of Labor-Management Relations (OLMR) and the Labor Department are starting a communications system to publicize in timely fashion significant happenings in Federal labor-management relations.

The Executive order directs CSC and Labor to "develop programs for the collection and dissemination of information appropriate to the needs of agencies, organizations, and the public." These programs will be shaped to achieve the objectives listed of "guidance, training, review, and information."

PARTNERS IN THE VENTURE

To these ends, OLMR and Labor are developing information services to assist agency management and labor organizations in carrying out their mutual responsibilities under the order and to make available to the public highlights of Federal labor-management relations.

Through the information network, important matters of record and new developments will be dispatched promptly to all interested parties.

COMMON INFORMATIONAL WANTS

As a first step, CSC and Labor canvassed a broad sampling of persons on both sides of the Federal bargaining table. While they may often be at odds in negotiations, agency and union executives are in fundamental agreement on what is needed in the way of information and on the speed with which it should be furnished. Among the items to be reported are directives and statements from the Assistant Secretary of Labor for Labor-Management Relations, the Federal Labor Relations Council, the Federal Service Impasses Panel, and the Federal Mediation Service; arbitration awards; and collective-bargaining and union-election data.

INFORMATION CLEARINGHOUSE

Meeting the critical needs of agency management and labor in these areas will require the best efforts of CSC and Labor. One objective in a jointly developed information system will be to provide a headquarters clearinghouse for all labor relations materials flowing through official channels.

Here's how specific informational wants can be satisfied:

- Timely reporting of important developments to agency management, unions, and the media.
- Review materials to serve as permanent guidance to all interested parties.
- Assessment of experiences—the do's and dont's—of day-to-day labor relations work of agency management.

The joint information effort, while still in the formative stage, is only one ingredient in the E.O. 11491 mix. But it just could be the common denominator needed to mesh the individual moving parts of the Federal labor-management apparatus into an integrated, efficient model of administrative machinery.

—David S. Dickinson

David S. Dickinson is a 1967 graduate of American University. Before joining the staff of the CSC's Office of Labor-Management Relations in July, he worked on the editorial desks of the Bureau of National Affairs' labor-management services.

level distribution of minority group members and women should result, as indicated by increases in the number of mainstream positions and higher level positions occupied by minority group members and women.

- CSC and agency actions—action should result to implement the upward mobility program by selective application of the methods indicated in the Chairman's memorandum.
- Changes in management, supervisory and employee attitudes, motivation, and behavior—positive effects should result in terms of (1) increased management and supervisory recognition, development, and utilization of employee talents and abilities, and (2) increased employee motivation, performance, and ability to compete successfully.

We are now establishing the methods for gathering and analyzing the information necessary to assess upward mobility trends and program impact. By using historical data already available, existing agency reports, and on-site survey information—with a minimum of additional agency reporting—we should be able for the first time to get better insight into this dynamic area of personnel management.

—Gilbert A. Schulkind
Director, Bureau of Personnel Management Evaluation

management development in ASCS . . .

Training from the Top on Down

by
Harold C. White
Associate Professor of Management
Arizona State University

The Civil Service Commission has long urged Federal agencies to thoroughly determine their specific management needs and to take proper steps for attracting and developing managerial personnel. Many agencies recognize the desirability of developing managers in order to improve their skills in present assignments and to prepare them for advancement to greater responsibilities. Notable examples of comprehensive management development programs are found in the State Department, the Forest Service, and the Internal Revenue Service, for example.

The Civil Service Commission has developed an impressive listing of courses and programs which are available for Federal managers. Participation in these programs by various agencies is limited by the willingness, interest, and extent of official agency support and, as a consequence, some agencies have actively supported the programs while others have participated only minimally.

The Civil Service Commission recently endorsed a task force report requiring all agencies to provide an 80-hour training program for every new first-level supervisor.

Demands of such a program are staggering. There are problems of identifying agency training personnel, topics to be taught, teaching methods, instructional personnel, training facilities, and training materials, in addition to the challenge of operating an agency in the absence of a number of first-line management personnel for an extended period of time.

Some critics in Government will question the need for such training. Even those who endorse the program might argue that the magnitude of the problem is so great as to make the attempt impractical. Yet such attempts *are* being made, and successfully so.

APPROACH OF ONE AGENCY

It is valuable to consider the experience of one agency which has recently developed, and is currently implementing, a program somewhat similar to the supervisory training recently required by the Civil Service Commission. There is one major difference, however. Training is not limited to first-line supervisors; instead, it includes all levels of management. The program begins with the administrator of the agency.

The agency I refer to is the Agricultural Stabilization and Conservation Service of USDA, which employs approximately 20,000 people. Problems of size and geographic distribution are as great for ASCS as for most agencies in Government. In ASCS's case there is an office in each State and Puerto Rico and about 3,000 managers located in nearly all counties in the United States.

DR. WHITE, who since 1966 has been consultant for management development in the Agricultural Stabilization and Conservation Service, has served as consultant and instructor for several business firms and for State and other Federal agencies. He has also been on the faculties of Idaho State University and the University of Florida.

An audit of agency managers in 1965 disclosed that 80 percent of the top 200 managers would be eligible for voluntary or mandatory retirement by 1970. There was a question in the minds of many ASCS executives as to whether the agency could meet the requirements of filling the expected vacancies from within the agency. It was felt that increased emphasis on development of present and potential managers within the agency was more desirable than seeking replacements from outside sources.

In April 1966 the ASCS Administrator directed that the National ASCS Employee Development and Training Staff (EDTS) be established in the Washington, D.C., office. This new staff was charged with the responsibility of studying the training situation and submitting recommendations.

This is where I came in. I had previously assisted in conducting management courses for ASCS county executive directors and State office personnel in Idaho in 1962 and 1963. Now I was being retained as a consultant to join with EDTS in trying to meet the challenge directed our way by the Administrator.

Interviews were initially conducted with approximately forty of the agency's top managers. We were seeking to identify overall organizational needs, general management needs, and specific needs of individual managers.

In addition to interviews, analysis of organization charts and descriptive materials concerning the agency provided an overview of agency objectives and personnel. Of special value were results of CSC agency audits and ASCS-conducted attitude surveys.

Major emphasis of this preliminary study was on managerial practices. Areas identified as requiring the greatest attention were those of delegation of authority, development of subordinates, performance evaluation, and communications. In addition, not all managers shared a common concept of the responsibilities of management. Differences in management and personnel practices were identified. These conclusions were not necessarily surprising; similar results have been identified in many organizations, both in business and government.

Based on recommendations from EDTS, the Administrator approved the implementation of initial training sessions. It was agreed that training should begin with top management and progress down through the organization.

This approach is valuable for several reasons. One, the manager at each progressively lower level has the opportunity to experience and observe the program to better evaluate its appropriateness for his own subordinates. Two, material in the program is useful to managers at all levels in performing their managerial responsibilities. Three, each manager is made aware of the training his own subordinates will subsequently receive, and therefore is better able to assist his subordinates in applying the new learning on the job. Finally, part of the course content related to the role of a manager in the development of subordinates, so that the manager could better provide appropriate on-the-job guidance.

TRAINING BEGINS

As agreed, the first program was comprised of the agency's 10 top executives, including the Administrator. Beginning in the fall of 1966, I conducted a series of monthly sessions combining classroom learning and workshops. Time was balanced between content on management subjects and discussions of the implementation of the subject material for subordinate managers.

We identified and examined problem areas during these sessions and studied alternative means of providing management training for the agency. Greater awareness and acceptance of the role of top management in the development of subordinates was evidenced, and the decision made was that a program tailored specifically for ASCS and conducted by the agency would be used at all levels of training.

During the summer of 1967, the second level of training was introduced to the division directors and their deputies. Two separate groups of approximately 25 members each were formed, one meeting in the morning and one in the afternoon, with training totaling 30 hours for each.

The Administrator introduced the initial sessions to indicate top management's support for the program and to emphasize that top managers had themselves participated in a similar program. Program content was mainly related to concepts of organizational behavior such as motivation, communication, leadership, informal groups, etc. Another university faculty member and I served as instructors.

Initial reaction to the program varied among the participants. Some welcomed the program as needed and long overdue; others indicated that it was an interference to their work and an insult to their competence as managers. Negative responses diminished as the program progressed.

A change in attitude was exemplified by the manager who stated to a member of the training staff at the end of the second session, "This program is not necessary because it is *too basic.*" At the end of the fifth session, however, this same manager told one of the instructors, "There is only one thing wrong with this program. We should have *more of the basics* which I know we all need."

At program's end, 65 percent of the participants rated the training as "excellent," 15 percent as "good," 13 percent as "useful"—close to a 100 percent success.

THE NEXT LEVEL

Based on favorable comments of the directors and their deputies, the Administrator approved similar training for the next level of management: branch chiefs in the Washington office and top management at the State level—the State executive directors.

As a result of experience in the previous programs, training for this next level of management was expanded in both time and content. The classroom training sessions were expanded to approximately 70 hours. Participants met for 2 weeks, Monday through Friday. The first week emphasized the functions of management, and the second week focused on individual and group behavior.

Because of the number of managers at the branch chief and State executive director levels, several programs have been conducted in Washington for these officials, with a welcome given by the Administrator or a Deputy Administrator at the beginning of each program. Four university faculty members act as instructors during the 2-week sessions and, in conducting the course, they utilize such classroom techniques as lectures, class discussions, small work groups, case studies, and role playing. Justification for the use of university faculty is evidenced, in part, by ratings given the instructors and the program by the participants.

Participants are asked to rate the total program on 20 items. Representative, anonymous comments by participants have included:

On delegation:

- Gave me an awareness I was reserving too many of the technical details for myself.
- I feel I can delegate with more confidence.

On development of subordinates:

- Stimulated more awareness of the need to spend time in broadening subordinates to take over more responsibility.
- Haven't done as much as I should [in developing subordinates in the past]. By developing subordinates I will have more time to manage.

On performance evaluation:

- I was of the opinion that performance evaluation was a destructive device. I now see how it can be a valuable tool if properly handled.
- It will be easier to look for significant characteristics in making a rating and in using the rating to develop subordinates.

On communication:

- I have learned the importance of listening properly and, by listening properly, will have better communication.
- This program has pointed out the essential need to provide understanding and human feelings in my communication with others—bring better climate for joint goal-setting.

Not all comments were entirely complimentary:

- Doubtful as to whether benefits sufficient to justify time spent.
- Lack of time to cover all the topics and permit full discussion at the same time.
- Too much lecturing and not enough discussion by the group.
- Eliminate wasted discussion time and present the theories directly.

Many have called for continuation of the programs:

- Well planned—should be repeated, though, in about 3 years.
- Follow-up seminars should be conducted three or four times a year as refreshers.
- Training such as this should be continued and broadened.
- Would like to see this program made available to all other managers.

The program next moved into the States. At this time, approximately 46 States have conducted one or more management development course sessions. Comments from the States are most enthusiastic. Before a State begins the program, the State training officer as well as the State executive director receive the training so that they understand the content, approach, and objectives.

The State executive director is responsible for training in his State, and the State training officer is his principal assistant for handling all arrangements. Efforts are made to interview participants prior to the training sessions to obtain their recommendations for topics of study and to incorporate their suggestions into the program. Involvement of the training officers allows the agency to work within its own resources to the maximum, rather than being entirely dependent on outside consultants.

For each State program, at least one instructor who has previously participated in the program is usually selected. This permits involvement of a faculty member of proven effectiveness who is familiar with the agency and the management development course. Instructors from universities in the State are often utilized. Instructors are encouraged to visit the State office and one or more county offices before the class sessions to become familiar with ASCS organization, responsibilities, and operations.

One of the most difficult challenges of training programs in any organization is the assurance that material presented in the classroom setting will be applied on the job. Managers, upon returning to work, do not necessarily perform in the manner suggested in the classroom instruction, but rather in the manner they believe is desired by their own superiors and in their old established patterns. To overcome this difficulty, emphasis is placed on encouraging the participant to identify specific techniques or practices he can apply on the job and on having his superior work closely with him in implementing this new approach. The superior, outside the classroom, becomes the trainer on-the-job, as he should be.

THE FUTURE

This program is only the beginning. Responsibility for the State programs is at the State level, with guidance and support from EDTS. Through coordination between the national office and the States, strengths and weaknesses of the program are identified, with appropriate corrective action taken. As agency personnel become more familiar with their task, there is less need for the direct involve-

ment of a consultant.

With an agency as large as ASCS, the need for the management development course is continuous. Even after all managers have received the training, promotions, retirements, and other forms of attrition require training of replacements. As recognized by the participants themselves, follow-up sessions are needed, both refresher courses and programs that allow for greater in-depth exploration of topics.

The purpose of sharing the ASCS experience is to stimulate thinking on the part of all Federal managers seeking a creative means of fulfilling the Civil Service Commission requirement of an 80-hour program for all first-line supervisors in Government agencies. ASCS is currently implementing such a program, not only at the first level of management, but at all levels.

It must be emphasized that there is nothing unique or particularly innovative about the course material or the classroom techniques utilized. Although the material is basic, it is sound. Further, it is presented by knowledgeable instructors, experienced in working with managers.

Coordination has been difficult, time and budgetary limitations have often appeared insurmountable, and the workload for training personnel at the national and State levels has been burdensome, but the job is moving ahead. The best evidence of the program's success is that the greatest supporters of the program are those who have been participants in it. #

ADP BULLETIN BOARD

The Federal Personnel Management Information System (FPMIS), a Government-wide computer-based information system designed to enhance the decision-making capabilities of Federal managers, is being developed in stages by CSC's Bureau of Manpower Information Systems with each stage representing an information subsystem.

An essential feature of FPMIS is an improved paperwork system. Thorough review and analysis of the primary personnel paperwork processes of the Government during the 1968 Paperwork Simplification Study disclosed inefficiencies, duplication, and unnecessary costs. Especially vital to the FPMIS Statistical File Subsystem are the input documents which will be used to collect the data. It is important, then, to redesign forms that input data so that it will be possible to generate this input to the FPMIS as a by-product of the normal activity of documenting. The present paperwork system does not accomplish this—the forms and procedures were designed for manual processing and are not suitable for use in the highly automated system planned for FPMIS.

In keeping with the philosophy that input to the FPMIS should be an outgrowth of the documentation process, forms were designed and associated procedures developed. These were sent to agencies for study and comment in February 1970 as part of the Preliminary FPMIS Plan. Agency responses were mixed. To a few agencies the forms appeared to be revolutionary; for others they presented problems of interface with ongoing automated systems.

These agency comments and suggestions have been incorporated into new forms design which should achieve the input objectives but at reduced impact on current agency practices. While good data collection forms are indispensable to the FPMIS, suitable output forms must be designed and installed because of the necessity for providing uniformity of documents used Government-wide

Raymond L. Terrill, a native of California, joined the San Francisco Region staff in 1963 as an investigator trainee. He is a management analyst in the Bureau of Manpower Information Systems, working on an improved paperwork system for civilian personnel and an automated statistical information system.

(e.g., those placed in personnel folders which travel with employees). The primary output document, the Notification of Personnel Action (Standard Form 50, or equivalent) is being designed to enable it to be computer-generated to take advantage of time and cost savings as well as the improved accuracy offered by the computer.

It is difficult to design a set of forms for use in the FPMIS which can satisfy both agency and CSC data requirements. Since essential elements of the paperwork processing must be met, these forms will be prescribed by the Commission. However, while standard forms are most desirable, a liberal exception policy on a controlled basis toward the input/output forms should satisfy all concerned.

Improving the paperwork system through well designed and accceptable input/output documents is a key to the success of the first subsystem for FPMIS, the Statistical File Subsystem. Our paperwork simplification efforts will continue in the future in order to: (1) create more efficient and less costly paperwork processes and (2) improve the accuracy of data to be provided Federal personnel managers as the FPMIS becomes operational.

—Raymond L. Terrill

RECRUITERS ROUNDUP

NEW RECRUITMENT FILM

"A Good Place To Start" is the title of a new film produced by the Civil Service Commission about job opportunities in the Federal Government. Subtitled "Young People in the Federal Service," the film is directed to the vocational interests of high school level audiences and will be valuable both as a vocational counseling tool and as an aid to recruitment.

This is a personal film. Four young people tell their own stories in unscripted conversations about their work in Government jobs. Spontaneous and in color, "A Good Place To Start" will be of interest to a wide variety of young audiences.

Produced in cooperation with the Department of Agriculture's Motion Picture Division, the film will soon be made available to Federal agencies, which may wish to purchase copies for use in their recruiting and counseling contacts with high school youth.

Annette K. Pryce attended Michigan State University, and immediately prior to moving to Washington in 1969 was project director with Richard Clarke Associates, a minority recruiting organization in New York City. When this article was written she was a staff assistant with CSC's Bureau of Recruiting and Examining.

PRESIDENT'S MEMO ON YOUTH

The Commission issued during the summer FPM Bulletin 330–7, which provided guidelines and information for implementing the President's memorandum on the participation of young people in Government.

Action items suggested to agencies included:

- Maintaining an adequate and continuing intake of career trainees.
- Providing challenge and opportunity to make jobs more meaningful.
- Exposing young professionals to decision-making processes and improved communications.
- Improving understanding of how supervisors influence young employees.
- Building links with the academic community.

In the coming months the Commission will report to the President on accomplishments and progress made in conjuction with objectives set forth in his memo.

CONGRATULATION TO SCHOLARS

CSC Chairman Hampton has sent personal letters of congratulation to the 1970 recipients of National Achievement Scholarships. An adjunct of National Merit Scholarship Cooperation, the National Achievement Scholars program identifies outstanding black high school graduates through intensive screening.

The difficulty of reaching black students on white campuses is well known to all employers, private and public alike, who engage in college recruiting. Since most of the NASP scholars had been accepted for attendance at a number of predominantly white colleges and universities, it was felt that early communications with these young students would add a further dimension in our continuing efforts to encourage young people and minorities and to stimulate their interest in Government careers.

MANAGEMENT INTERN STUDY

A survey was conducted recently to determine the current status of Management Interns appointed during calendar years 1965 through 1968. To the extent that data was available from agency personnel records and follow-up correspondence, the survey found that of 1,403 MI's appointed during this period, 1,037 were still employed by the Government and 366 had left.

Retention findings are as follows:

- 79 percent remained of interns appointed 1 year before (1968).
- 72 percent remained of those appointed 2 years before (1967).
- 55 percent remained of those appointed 3 years before (1966).
- 55 percent remained of those appointed 4 years before (1965).

A leveling off in retention figures seems to occur after the first two years of employment. Overall, retention expectancy of Federal Management Interns compares favorably to that of private industry, where a similar leveling off tendency has been reported.

—Annette K. Pryce

SCIENTISTS AND ENGINEERS IN THE FEDERAL SERVICE

The Federal Government is, by far, the Nation's leading employer of scientists and engineers, with over 204,000 employed in the United States. A survey of Federal white-collar workers shows that this scientific work force is engaged in over 115 occupations ranging from Patent Examining to Aerospace Engineering. They are distributed in 75 different agencies and stationed in every State and the District of Columbia. Another 5,000 are serving Uncle Sam overseas in U.S. territories and in foreign countries.

OCCUPATIONS

Three-fourths of the civil service scientists in the United States are clustered in Engineering and Architecture, Medicine, and Physical Science.

Over 82,700 engineers and architects were reported, a third of whom are electronic and aerospace engineers—the so-called "glamour scientists" whose achievements in technology and space capture the imagination of people the world over. Nearly 50 thousand Federal employees are in mechanical, civil, or general engineering fields.

The next largest category of scientists are those in the medical and related professions. Doctors and nurses together (30,000), medical technologists (3,000), and pharmacists (1,100) comprise the larger occupations in Uncle Sam's civilian medical corps.

The physical scientists, some 33,600 strong, represent 16 percent of the S&E personnel, which include chemists (8,100), physicists (5,600), cartographers (3,000), meteorologists (2,300), geologists (1,700), and hydrologists (1,100).

Of the 48,000 scientists in other fields, biologists are the largest group (over 26,000), followed by social scientists (10,000), and mathematicians (8,000). Veterinary Science and the Trademark, Copyright, and Patent group, each containing less than 3,000 scientists and engineers, round out the spectrum of scientific career fields in the Federal service.

FUNCTIONAL CLASSIFICATION

There are 19 functional categories which identify the specific activities of scientists and engineers, assigned on the basis of the primary requirements of the job. Nearly half of the S&E's fell into one of four categories: clinical practice counseling and ancillary medical services (17%), development (12%), research (11%), and design (8%). Other classifications include management; planning; natural resource operations; and data collection, processing, and analysis.

AGENCIES

Ninety-four percent of the scientists and engineers in the United States serve in 10 agencies. The Army, Navy, and Air Force combined employ 78,000 (38%) civilian scientists and engineers. There are 30,000 S&E's in the Veterans Administration, mostly doctors, nurses, and medical technicians working in veterans hospitals throughout the country. The larger departments employ the following numbers of scientists and engineers: Agriculture, 28,000; Interior, 14,000; Health, Education, and Welfare, 14,000; Commerce, 8,000; and Transportation, 5,000. The other agency with a sizable number of S&E's is National Aeronautics and Space Administration, with 14,000.

(over)

Robert M. Penn worked part-time in CSC's Bureau of Manpower Information Systems while attending George Mason College of the University of Virginia. After completing his studies and serving on active duty with the Air Force National Guard, he rejoined BMIS as a statistician in the spring of 1970.

STATES

Maryland, while only sixth among States in the total number of full-time Federal employees, is first with the greatest concentration of scientists and engineers. Half of Maryland's 21,000 S&E's are with Defense. HEW, Commerce, and Agriculture combine for another 8,000 and NASA employs some 2,000. Many of these are concentrated in the Maryland portion of the Washington metropolitan area, which has over 40,000 S&E employees. The large numbers of scientists in Maryland can be attributed to the several large military installations and numerous scientific research laboratories found in this State.

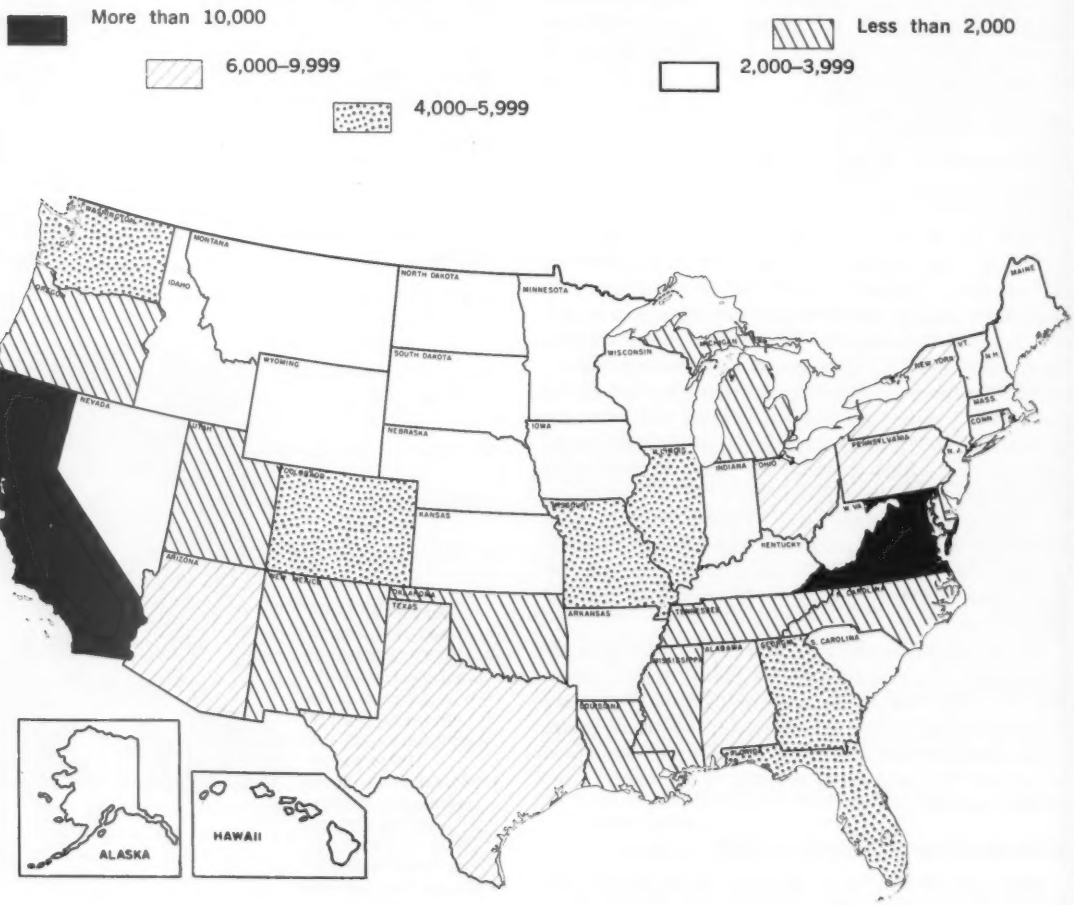
Ten percent of the Federal scientific talent is in California. As in Maryland, California's leading scientific employer is the Department of Defense (57%). Agriculture, Interior, Veterans Administration, and NASA employ 7,800 of California's 20,000 scientists.

The District of Columbia (9%) and Virginia (6%) round out the States with over 10,000 professional scientific and engineering personnel in the United States.

The rest of the S&E's (over 132,000) are distributed in the other 47 States, with concentrations in States with large populations or numerous defense and research activities (see map).

—*Robert M. Penn*

DISTRIBUTION OF FEDERAL SCIENTISTS AND ENGINEERS



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WORTH NOTING (CONT.)

health of their employees, were won this year by the U.S. Air Force, NASA, and the Civil Service Commission.

Over 50 agencies competed for the Presidential awards, which are given in three categories based on the size of the agency and the hazards of its mission. Certificates of honorable mention went to GPO, AEC, and the Railroad Retirement Board.

INTERGOVERNMENTAL ACTIVITIES are growing in number and significance under authority provided by the Intergovernmental Cooperation Act of 1968. Elsewhere in this issue, Kenneth W. Chard gives statistics on the number of State and local employees trained under the Act, some in courses attended by Federal employees and others in courses provided solely for State and local groups. Training was given in personnel, financial, ADP, and general management, and in communications and office skills. In addition to reimbursable training, recruiting, and examining services, Commission offices gave informal advice and assistance at no cost to a great many State and local jurisdictions under Executive Order 9830.

PUBLIC SERVICE CAREERS Program has received a strong boost from the White House through a Memorandum from President Nixon to the heads of Federal departments and agencies, outlining the Federal component of the program.

The total program, under the Department of Labor, is a nationwide effort to assist local, State, and Federal agencies to do their part in employing the disadvantaged in permanent jobs. The Federal component is under the leadership of the Civil Service Commission and has the goal of hiring up to 25,000 disadvantaged persons through the Worker-Trainee Examination.

These worker-trainees are being given training to increase their productivity and, where feasible, prepare them for a step up the job ladder. The program also provides upgrade training for current employees in lower job levels, to help them qualify for promotion. In addition, other current employees are being trained to qualify for entry into Federal apprenticeship programs.

Public Service Careers funds partially reimburse agencies for the extraordinary costs of training these employees, but salary, fringe benefits, and normal training costs must come out of regular budgeted funds. Worker-trainees hired under the program are given a personnel ceiling exemption through their first 12 months of employment (or their first two grade level promotions within that period). After this, the hiring agency must absorb the employee under its regular personnel ceiling.

AREA OFFICES are in, Interagency Boards of U.S. Civil Service Examiners (IABs) are out.

This is the effect of the Civil Service Commission's action to merge its two existing field networks, consisting of 65 IABs and 45 Civil Service Representative offices. There will be an area office of the Commission in each of the 65 cities in which CSC previously operated an Interagency Board of Examiners. As before, there will continue to be at least one office in each of the 50 States.

At most locations the area office will bring together under a single area manager the Commission's activities in providing personnel management advisory services. Staffing, evaluation, and training services for Federal agencies, as well as growing cooperative relations with State and local governments, will be the business of the area offices. The Commission's regional organization will remain as at present.

INSPECTIONS are out, evaluations are in. The CSC Bureau of Inspections has been renamed the Bureau of Personnel Management Evaluation to reflect more accurately the Commission's work in support of the President's October 1969 mandate to strengthen personnel management in Government. Inspectors for the Commission are now personnel management advisors.

—Bacil B. Warren

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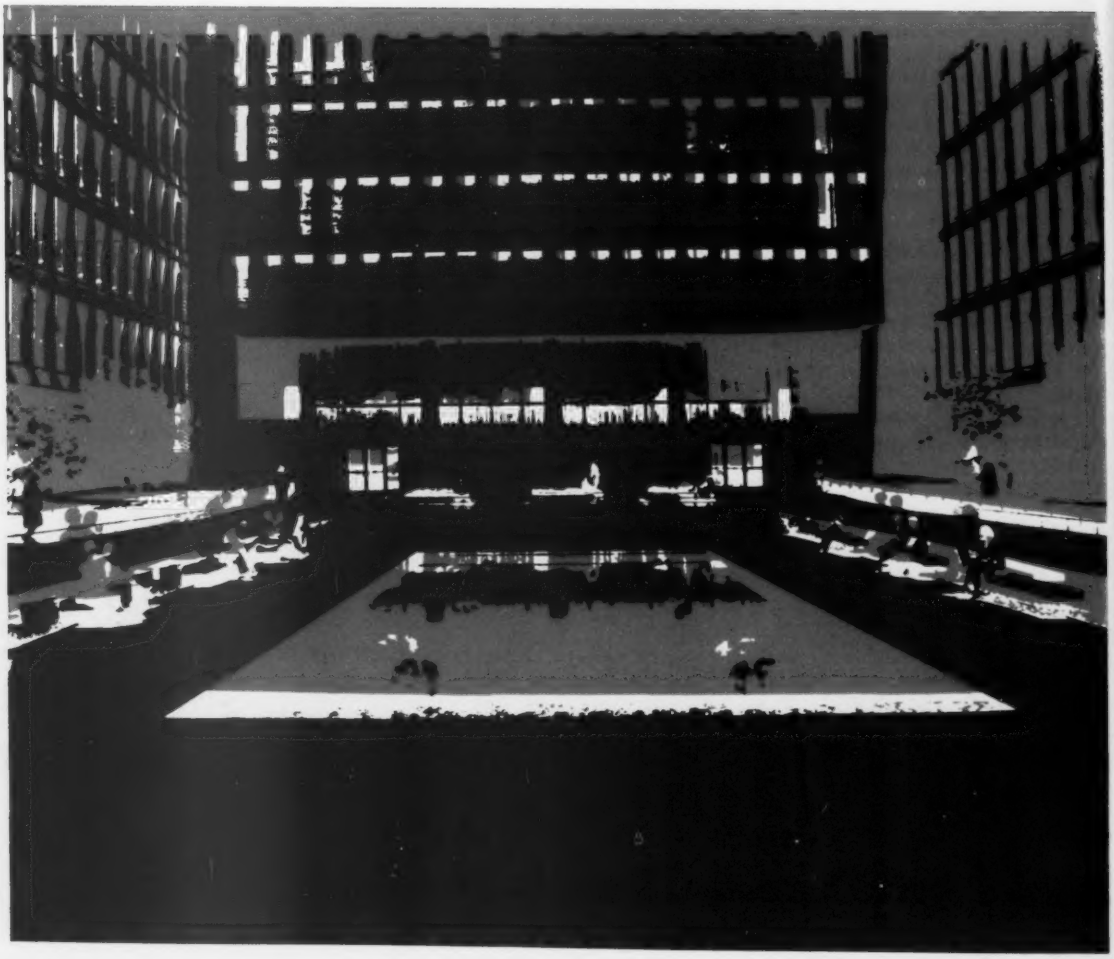
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